PROCEEDINGS

OF THE

SUB-COMMITTEE,

PUBLIC SERVICE COMMISSION.

POSTAL DEPARTMENT.

SECTION I.—Note by the Sub-Committee.
„ II.—Note by the Departmental Members.
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PROCEEDINGS

OF

THE SUB-COMMITTEE,

PUBLIC SERVICE COMMISSION.

INDIA.

Post Office.

Section I.—Note on evidence collected in Upper India.

A brief sketch of the history of the Postal Department, and of the nature and extent of the services it renders to the public, will not only conduce to a fair appreciation of the agency by which its operations have been controlled and conducted, but will suggest the qualities required of officers for efficient service in the several grades. Moreover, the circumstances of the Department merit some attention; because inferences are suggested by them which may assist the solution of some of the general questions which are common to all Departments. It will be apparent that not only are the several branches of business undertaken by the Postal Department of a more or less complicated character, but that they demand even in the lowest grades strict integrity and some intelligence, in most grades education, method, energy and tact, and in the superior grades these qualities in a high degree combined with administrative ability. The necessity for economy has compelled the adjustment of salaries on a scale which perhaps in some grades errs on the side of inadequacy but which has not entailed a sacrifice of efficiency. Few Departments resort more freely to the local labour market, and, if the testimony of officers, Native as well as European, is accepted, promotion to the supervising and controlling grades has been primarily regulated by considerations of public advantage, which involve the recognition of individual merit and capacity.

Before 1837 the Government had instituted for its own purposes local services for the conveyance of letters and parcels, and the use of this agency was conceded as a privilege to private persons. By Act XVII of 1837 a public post was established, and the right to carry letters for hire in the territories of the East India Company was created a monopoly and vested in the Government.

The organization of the Postal service was, however, very imperfect. The Presidency Postmasters, as Postmasters General, supervised a certain number of Provincial offices, and provided for the conveyance of mails on a few main lines; but the Collectors of Districts had charge of District offices and local lines. No central authority secured the co-operation of the postal officials of the several Provinces and districts or maintained uniformity of practice. In 1850 a Commission was appointed to report on the Department, and in 1854 the Act of 1837 was repealed and Act XVII of 1854 enacted in its stead. This Act provided for the issue of postage stamps, and prescribed rates for the conveyance of letters irrespective of distance, which rates the Government of India was empowered to reduce. The Act also authorised the Government of India for the purpose of carrying on the service of the Post Office to appoint, or authorize the Local Governments to appoint, such officers and invest them with such powers not inconsistent with the Act, as it might deem fit. This Act has been since repealed and other statutory provisions substituted; but it marks the commencement of the organization of the Postal Department on its present footing. A Director General of the Post Offices was appointed, and the Post Offices and mail lines throughout India were placed under his control. The office of Postmaster General was separated from that of Presidency Postmaster, and Postmasters General were appointed for the direct administration of the service in Bengal, Madras, Bombay, the North-West Provinces, and subsequently in the Punjab. In course of time Chief Inspectors were appointed to minor charges in the Central Provinces, Burma, Assam, Oudh, and Sind, and to the charge of British Post Offices in the Political Agencies of Rajputana and Central India. At a later period the designation of these officers was altered to that of Deputy Postmasters General, and Behar and Eastern Bengal were removed from the direct charge of the Postmaster General of Bengal and placed under Deputy Postmasters General. From time to time new mail lines were opened and the number of Post Offices increased. A central office of account was established in Calcutta. The system of sorting letters in transit by railway was introduced in 1864, and the Sea Post Office for sorting European letters in transit from Suez to Bombay in 1868.

The rates for postage and for registration were from time to time considerably reduced, and the charge for re-direction, which is still maintained in many countries, was abolished.

In 1875 the Postal Union was established. At a conference held at Berne in January

1876 terms were arranged with respect to the cost of the sea transit, and British India became a member of the Union.

In 1879 Inland and Foreign Post-cards were introduced; and the Indian Inland Post-card is the cheapest in the world.

The Postmaster General of Bengal furnishes the following statistics: 62,500 miles of mail lines are organized by the Department, of which mileage a little more than one-third is traversed by Railway and Steamer services; the Post Office has to effect arrangements with the agents of the companies, so that trains and steamers may correspond with other mail lines; it has also to maintain travelling postal services in the trains and steamers. The other two-thirds are worked by country-boats, mail-carts, horse and camel-men and runners. The number of Post Offices is upwards of 8,200 and of postmen and village postmen about 14,000. In addition to its ordinary duties the Department is from time to time required to organize postal services in connection with Military expeditions or to send a Post Office staff with Indian contingents ordered on foreign service.

Prior to 1854 the Department had undertaken the carriage of parcels at rates varying with weight and distance, and this system was continued by the Act of 1854; but in 1870 rates were sanctioned varying only with weight and irrespective of distance. In 1873 arrangements were made for the carriage of parcels to and from England, and for their distribution and collection through the agency of the Peninsular and Oriental Steam Navigation Company. In 1875 parcel exchanges were arranged with the German Postal Department, in 1876 with those of Austro-Hungary and Ceylon, in 1877 with that of the Straits Settlements, in 1882 with the port Post Offices in China, and in 1885 with the Post Office of Great Britain and with those of Victoria, Cape Colony, the West Indies, Gibraltar, and Malta.

In 1877 the Department undertook to collect from the addressee the declared value of a parcel and to transmit it to the sender. The extent of the advantage secured to traders and their customers by the value-payable parcel system is shown by the following figures. In 1885-86, less than ten years after its introduction, the number of value-payable parcels carried was 436,115, the declared value for realization was ₹45,32,803, and the commission earned was ₹85,530.

In England no letter or parcel can be insured for a sum in excess of £10; since 1878 insurances may be effected in India up to any amount at a commission originally fixed at ½ per cent., but shortly afterwards reduced to ¼ per cent. The gross value of articles insured in Indian Post Offices amounted in a single year to upwards of 7 crores of rupees.

The total number of letters, newspapers, parcels, &c., given out for delivery has increased from 33,286,000 in 1855-56 to 243,083,000 in 1885-86.

Great facilities have also been afforded by the Department for the use of the telegraph. In 1883 all Post Offices were constituted receiving offices for the transmission of inland telegrams by post to the nearest Telegraph Office, and in 1884 telegraph work was undertaken by the Post Office staff. Consequently the Telegraph Department has been able to increase the number of its offices, and the large number of Telegraph Offices are now Post and Telegraph Offices worked by the employés of the Post Office. In 1885-86 the number of messages transmitted by receiving offices was 29,876, and the number of messages signalled by combined Post and Telegraph Offices was 340,040.

Apart from purely postal work and the carriage of parcels, the Department undertakes other services for the public, which entail on its subordinate officers considerable responsibility and expose them to serious temptation.

In 1862 the Government of India sanctioned the issue of money orders by Treasury Officers who drew upon other Treasuries. In 1880 this business was transferred to the Post Offices with the result that within a few months the number of orders issued was quadrupled. Improvements were effected in the system, and, as it is now worked, no greater convenience is afforded to the public in any other country. A person desirous of transmitting money by money order enters in a form and counterfoil his name and address, the name and address of the payee and the amount for which the order is to be drawn. The receiving office transmits the order to the place where payment is to be made with an authority to the Post Office at that place to make the payment. The amount is tendered by a postman to the payee at his residence, and, if he accepts it, his signature admitting the payment is taken on the form and counterfoil, and the counterfoil is returned by the Post Office to the sender. The number of money orders issued has increased from 1,604,174 of the aggregate value of ₹4,57,08,580 in 1880-81 to 4,163,078 of the aggregate value of ₹9,38,27,375 in 1885-86. The Director General reports that the poorer classes largely avail themselves of the money order system, and that more than 57 per cent. of the orders are issued for amounts not exceeding ₹10.

In 1884 the Post Office undertook to transmit inland orders for the payment of money by telegraph. In the year 1885-86 telegraphic money orders were issued to the number of 12,490 and of the aggregate value of ₹8,34,371.

A still more valuable adaptation of the inland money order system remains to be noticed. It is well known that the exertions of Revenue Collectors have failed to prevent altogether the exaction by the subordinate agents engaged in the collection of the revenue of small sums as speed money. It is also well known that, notwithstanding legislative prohibition,

illegal cesses are in some instances extorted from rayats, and that rent-collectors occasionally insist on the payment of sums in excess of the rent for their own benefit. Again in contested suits for rent the dispute frequently turns on the questions as to the amount actually paid by the rayat, or the instalment in respect of which the payment was made. Where a rayat can neither read nor write, the receipt on which the legislature insists for his protection cannot safely be regarded as conclusive evidence of its contents. To remedy these evils Section 54 of the Bengal Tenancy Act (VIII of 1885) contains the following provision: "The Local Government may from time to time make rules either generally or for any specified local area authorizing a tenant to pay his rent by postal money order."

In the year 1884 Pandit Salig Ram, then Postmaster of Gorakhpur and a member of a family holding a considerable estate in land, obtained permission from Mr. Kennedy, the Collector of Gorakhpur, to introduce tentatively a system enabling landholders to pay their land revenue by money orders.

The experiment succeeded; and on the results being reported to the Director General and to the Government of the North-Western Provinces a more extensive trial of the system was sanctioned for a period of 6 months, and eventually it was permanently adopted. Throughout the North-West Provinces and Oudh payments of revenue in sums at present limited to ₹50 may now be made by money order prepared in a special form so as to afford to the Revenue authorities all necessary information. The returns for 1886-87 show to what extent the revenue-payers appreciate this benefit. In the Districts of Azimghar, Ballia, Basti, Benares, Ghazipur, Gorakhpur and Mirzapur, where it was in force throughout the year, the number of orders issued was 49,235 of the aggregate value of ₹8,13,313-9-2. The system has now been adopted in the Lower Provinces of Bengal.

The success of the scheme for the payment of land revenue by money order encouraged Pandit Salig Ram to recommend the issue of money orders in a special form for the payment of rent by tenants to landlords. The order shows on its face not only the name of the sender and the payee, but the name of the village or *mahal* in which the holding is situated, and the *kist* or period for which the payment is made. The system was with the approval of the Local Government introduced throughout the North-West Provinces and Oudh in March of the present year. In the month of April 2,368 orders were issued, aggregating in value ₹33,019-14-11.

It will be seen that while the revenue money order protects the revenue-payer from demands on the part of the *Amlah*, the rent money order not only protects the tenant from the exaction of illegal cesses and unauthorized fees to rent-collectors, but prevents the allocation of a payment made by him to wipe out an arrear of which the recovery has become barred by limitation, and affords almost conclusive proof of the amount paid and of the *kist* in respect of which the payment was made.

With regard to Foreign money orders the Department has arranged for their exchange with the principal commercial countries of the world.

Since October 1884 British Postal orders, of values ranging from one shilling to one pound, can be procured from the Indian Post Offices; and for the benefit of British troops arrangements have been made for their sale by regimental vendors.

In 1870 Governments Savings Banks were established in connection with District Treasuries. In 1882 sanction was accorded for the opening of Savings Banks at Post Offices, and for three years the old and new Banks worked side by side. But during this period the popularity of the Post Office Savings Banks became so manifest that the closure of the Treasury Savings Banks was ordered. In 1882-83 the number of depositors in Postal Savings Banks was 39,121, and the amount at their credit ₹27,96,796; in 1885-86 the number of depositors had increased to 155,009, and the amount at their credit to ₹2,25,45,890.

In addition to other financial business transacted for the public, the Post Office also undertook, up to April 1st, 1886, the purchase and sale of Government Promissory Notes and the transference of Government securities to the Comptroller General for custody on behalf of any person. But since that date the privilege has been limited to *bonâ fide* depositors in the Savings Banks, and the amount invested for any one depositor must not exceed ₹1,000 in one year, nor ₹3,000 in all.

When the Post Office was first established its agency was largely utilized, as the Director General mentions, for such purposes as the laying of palanquins, dáks for travellers, the management of staging bungalows, the carriage of goods by bullock train, and the conveyance of passengers by mail cart or parcel van. The extension of the railway system has to a great extent obviated the necessity for such arrangements, and after 1863-64 the Department withdrew from the management of travellers' dáks and bungalows, but it still maintains a carriage dák and bullock train between Umballa and Simla.

In 1884, with a view of encouraging providence among the officers of the Department, the Director General obtained sanction for the introduction of a scheme of life assurance, whereby an officer of the Postal Service is enabled to obtain a policy for a sum not exceeding ₹4,000 on the security of Government. At the close of 1886 the number of policies issued was 674, and the amount insured ₹8,47,475. The officers of no other Department of the public service as yet enjoy this privilege.

In order to extend its proper business, and to undertake the conduct of the other branches of business before mentioned, the limitations imposed on the Department by the budget grants have constrained the several Directors General to observe rigid economy in the strength of postal establishments, and to minimize the work imposed on its officers, so far as this was possible without sacrificing efficiency and such precautions as are indispensable for the prevention of fraud; while the employment of a large agency on low salaries necessitated the issue of very specific instructions for its guidance, and the institution of a system by which its work can be carefully checked; continuous efforts have therefore been made to reduce clerical labour to a minimum, and rules, returns and forms have constantly undergone revision with a view to their simplification.

To show to what extent the efforts of the controlling authorities have been successful in this direction, it may be mentioned that while the number of letters and newspapers alone transmitted by post has increased since 1855-56 in the ratio of 711 to 100, the revenue derived from private correspondence and newspapers has increased only in the ratio of 559 to 100, and the cost of establishment for all branches of work undertaken by the Department in the ratio of 320 to 100. It may also be mentioned that the Savings Banks are conducted free of charge, that no charge is made to the Telegraph Department for the accommodation afforded to it, and that, although with a view to check an unnecessary employment of the Post Office for official correspondence, service postage is levied, the rates charged are far below those charged to the public.

The control of the Department involves the disposal of a multiplicity of references respecting establishments, appointments, leave, pensions, allowances, losses and frauds, punishments and appeals, money order cases, savings bank cases, statistics, life insurance, &c., while the operations of the Department outside British India necessitate a close attention to all changes in Foreign Postal Rules, correspondence with the Postal Departments of foreign countries and correspondence in connection with the quarantine regulations at foreign ports, the maintenance of British Indian Post Offices in foreign territory, and postal Conventions or other postal arrangements with feudatory States.

The organization of the Department is as follows. The Director General supervises and controls the whole postal administration, prescribes rules for the conduct of business, and corresponds with the Government of India, with Foreign Postal Departments, with Political officers and the Darbárs of feudatory States. His duties will be shown more in detail in explaining the distribution of the work among the staff at head-quarters which is carried on under his instructions.

The Director General is appointed by the Government of India. The substantive appointment has always been conferred on a member of the Covenanted Civil Service, and no suggestion has been made that this practice should be departed from.

The staff at head-quarters consists of the Deputy Director General and the First, Second, and Third Assistant Directors General.

Of these officers, one has charge of what is known as the "technical branch" of the Director General's office. It may here be mentioned that the Post Office publishes a Manual of Rules and Orders for the guidance of its subordinates. This publication now extends to four volumes. The 1st and 2nd volumes contain the rules and orders relating to the several Departments of a Post Office, *viz.*, Mail, Sorting, Delivery, Sub-account Registration, Parcel, Money Order, Savings Bank and Cash. The 3rd volume deals with the duties of supervising officers, Superintendents and Inspectors, Examiners of Accounts, Managers of Dead Letter Offices, and officers of the Stock Depôt. The 4th volume contains the rules and orders prescribed for the Railway Mail Service. Rules for the Passenger Service and the Bullock Train are published separately. It is the duty of the officer in charge of the technical branch to conduct correspondence relating to the Manual, to deal with suggestions for the alterations of rules, and to dispose of inquiries respecting their interpretation, to frame any new rules which may be required when new classes of business are undertaken, or the necessity for fresh checks against fraud or error is manifested, and from time to time to recast and simplify the rules. He undertakes also the preparation of all departmental books, forms, and returns, and their revision with a view to economise labor. He supervises the publication quarterly of alphabetical lists of Post Offices and classified lists of Postal officers.

He is responsible for postal exchanges with Native States, and arranges the terms of the Conventions and the detailed regulations under which some of these exchanges are worked.

The duties of another of these officers relate to the revisions of and additions to establishments, appointments, leave, pensions, examination of diaries and travelling allowance bills, money order cases, savings bank cases, telegraphs, the provision of funds, the preparation of statistics, the district posts, the life insurance business, and miscellaneous correspondence.

A third is employed in the Foreign Posts branch. He deals with the correspondence with foreign countries relating to exchanges of mails, money orders and parcels, accounts and statistics; he keeps the Foreign Post Hand-book up to date, issues instructions to the officers of the Department as to the procedure to be followed when changes are necessitated by alterations in the rules of Foreign Postal Departments, and with him rests the disposal of all questions arising out of the transactions of the Indian Post Office with the offices of foreign countries. To his Department appertain the making of mail steamer contracts, the arrangements of steamer time-tables, and the enforcement of penalties when the conditions of steamer contracts

are violated. The Indian Postal Guide and Mail Steamer Calendar are published under his supervision. He has in addition to deal with all indents and invoices of stores, and with the provision and distribution of the supply of postage stamps; and he also disposes of all questions relating to the correspondence of British soldiers and seamen and of Native sepoys.

The fourth and by no means the least important branch of the Director General's office is that which is concerned with the direct administration of the great arteries of postal communication, the railway mail lines and the principal sorting establishments. The Deputy or Assistant Director General, who is placed in charge of this branch, is styled the Inspector General of the Railway Mail Service. His duties are to make arrangements for the conveyance of mails by rail, the receipt, sorting and delivery of mail letters, parcels, &c., during transit, to regulate and check charges for haulage and other services rendered by the Railway Companies, and generally to dispose of all questions relating to the railway mail service, for which purpose he is invested with the powers of a Postmaster General. The staff of the Railway Mail Service over which he presides comprises 52 Superintendents and Assistant Superintendents and 1,289 sorters; there are 65 stationary sorting offices, 160 sorting sections; the length of rail over which the service is performed is 11,266 miles, and the mileage travelled daily upwards of 38,000 miles.

The Deputy Director General is appointed by the Government of India on the nomination of the Director General. The Director General states that the office is conferred alternately on a Covenanted Civilian and an Uncovenanted officer of the Department. The present incumbent is a Covenanted Civilian, but an Uncovenanted officer, a European, is officiating in the appointment. The salary of the office is ₹1,750—2,000 if it be held by a Postmaster General of the first grade, and ₹1,500—1,750 if it be held by a Postmaster General of the second grade.

The First Assistant Director General is appointed by the Government of India on the nomination of the Director General. The Second and Third Assistant Directors General are appointed by the Director General.

The salary of the First Assistant Director General is ₹1,000—1,400. The salaries of the Second and Third Directors General are ₹750—1,000 and ₹700 respectively. The present holders of these appointments are Europeans.

There are three chief appointments in the Accounts branch of the Post Office. The Comptroller is appointed by the Government of India on the nomination of the Director General. The office carries a salary of ₹800—1,200, and is at present held by a European. The Deputy Comptro ler and the Assistant Comptroller are appointed by the Director General. The Deputy Comptroller, a Hindu, receives a salary of ₹700 and a local allowance of ₹200. The Assistant Comptroller, a European, receives a salary of ₹500—600. It is noticeable that no European who is not a Statutory Native is employed in the subordinate posts in this branch of the Department. Of 454 appointments, 46 are held by Statutory Natives and 408 by Natives of Asiatic race.

Presidency Postmasters are appointed by the Government of India on the nomination of the Director General. Two receive salaries of ₹600—1,000 and one a salary of ₹600—900. Two are domiciled Europeans, and the third is a Eurasian.

For the direct administration of postal establishments and mail lines situated beyond the limits of the Presidency towns (other than those appertaining to the railway mail service) India is divided into fourteen Circles, of which five—Bengal, Madras, Bombay, the North-West Provinces and the Punjab—are placed under the charge of Postmasters General; and nine, *viz.*, the Central Provinces, Burma, Assam, Sind with Beluchistan, Rajputana, Central India, Oudh, Behar and Eastern Bengal, under the charge of Deputy Postmasters General. The duties of Postmasters General are mentioned in some detail in the notes and evidence to which reference will be made hereafter. With the exception that the areas of their charges are smaller, the duties of Deputy Postmasters General differ in no respect from those of Postmasters General, and they enjoy the same powers except that the Deputy Postmasters General of Oudh, Behar and Eastern Bengal do not correspond directly with the Local Governments but through the Postmasters General of the North-West Provinces and Bengal respectively. Postmasters General are appointed by the Government of India. The Director General states that "Postmaster Generalships ordinarily belong to the Covenanted Civil Service," but he adds that "one of the five appointments has until lately always been bestowed on an Uncovenanted Postal officer," and that "since the year 1881 a Native by race and blood has been employed in another Postmaster Generalship." Mr. Bishen Chandra Dutt, the Acting Deputy Postmaster General of Behar, asserts that since the reorganization of the Department in 1854 the history of the Post Office shows that the appointments of Postmaster General have been mostly held by Uncovenanted and Military officers. Mr. Ham states that since 1865 the Punjab Circle has always been held by a Military officer with the exception of a period of 5 months, and that since 1869 the North-West Circle had up to the end of 1886 been held, with the exception of a period of 8 months in 1874, continuously by an Uncovenanted officer. No appointments in this Department other than those of Director General, Deputy Director General and Postmaster General are conferred on members of the Covenanted Civil Service.

On the occasion of a recent vacancy in the North-West Provinces Circle the Government of India resolved that the appointment should be conferred on a Native of Asiatic race, and it

is asserted that the nomination by the Director General of an Uncovenanted officer was set aside and a Covenanted Civilian of seven years' standing appointed because he fulfilled this condition. The officer is a Parsi who had earned a good reputation as an executive officer. Objection has nevertheless been taken to the appointment by an independent Native witness as well as by officers of the Department. It is claimed that the six appointments next to that of Director General or at least three of them should be reserved as prizes for the Postal Service.

The senior Postmaster General, at present a Military officer, enjoys a salary of ₹1,750—2,000. The other Postmasters General are now Covenanted Civilians. The sanctioned salary of these four appointments is ₹1,500—1,750, but Mr. Badshah, in consequence of his standing in the Covenanted Service, receives only ₹1,100.

Deputy Postmasters General are appointed by the Director General by the selection of the most qualified officers of the Department. The salary of the senior Deputy Postmaster General is ₹750—1,000; the salaries of the others are ₹700. The substantive appointments are at present held by Europeans, of whom three are domiciled. A Native officer, Mr. Bishen Chandra Dutt, is now officiating in one of the largest Circles in charge of officers of this class. Rai Salig Ram Bahadur resigned the Deputy Postmaster Generalship of Oudh, as he preferred to reside at Agra. For a like reason Khán Bahádur Kharsedji Palanji declined the Deputy Postmaster Generalship in Sind, and Rái Sunder Lal Bahadur, who has expressed his willingness to go wherever he may be required in the interests of the service, and has held the Deputy Postmaster Generalship of Burma, has declined on three occasions the charge of Circles, preferring, if a choice is given him, to remain in his own country. He was appointed in the present year to officiate as Deputy Postmaster General of the Oudh Circle.

The supervising staff subordinate to the heads of Circles are Superintendents and Inspectors. Of the Superintendents a certain number are employed at the head-quarters of each Circle as Examiners of Accounts and to check parcel receipts and other vouchers and documents which are forwarded to them weekly from all Post Offices in their respective Circles. But the principal duty of this class of officers is to supervise postal lines and the work of officers employed in the Post Offices. For this purpose the Circle is divided into Divisions, each of which is placed in charge of a Superintendent. All the Post Offices (except those which being in charge of independent Postmasters are under the direct control of the Postmaster General) and all the mail lines are under the supervision and control of the Superintendent, and the establishments attached to them are directly under his orders. It is his duty to see that the service is performed with care and punctuality and that the prescribed rules and orders are observed. When new kinds of business are introduced, or modifications adopted in the existing system, he is required to instruct the officers in charge of the larger Post Offices and the Inspectors in the changes necessitated. It is also his duty to investigate all cases of loss, theft, fraud or the like, and to conduct criminal prosecutions in Post Office cases.

Superintendents are required either before or after appointment to pass an examination in accounts, in the rules for the guidance of the public contained in the Postal Guide, and in the regulations of the Department prescribed in the Postal Manual. A Superindendent, who must usually be one of the senior Superintendents of the Circle, is retained at head-quarters as "Personal Assistant to the Postmaster General." He undertakes special investigations in cases where the area of investigation extends over more than one division. He may be deputed to any part of the Circle to make special inquiries or to relieve another Superintendent, and when not so employed he is available for any work which the Postmaster General may think fit to confide to him.

Inspectors are ordinarily subordinate directly to the Superintendent of the Division, and as his Assistants discharge such duties as he may from time to time entrust to them. Minor Post Offices and unimportant main lines may be placed under the charge of an Inspector, but this will not relieve the Superintendent of personal responsibility for the efficient working of the whole Division. In minor Circles where there are few or no Superintendents Inspectors are sometimes placed in charge of Divisions and report directly to the Deputy Postmaster General.

At the date when the return was prepared there were 18 Superintendents of the 1st grade on salaries of ₹400—500. Of these four were non-domiciled Europeans, ten were domiciled Europeans, two were Eurasians, one was a Hindu, and one was a Parsi. There were 28 Superintendents of the 2nd grade on salaries of ₹300—400. Of these nine were non-domiciled Europeans, seven were domiciled Europeans, three were Eurasians, six were Hindus, and three were Parsis. Of 31 Superintendents of the 3rd grade on salaries of ₹250, three were non-domiciled Europeans, sixteen were domiciled Europeans, one was a Eurasian, nine were Hindus, one was a Mahomedan, and one was a Parsi. Of 43 Superintendents in the 4th grade on salaries of ₹200, six were non-domiciled Europeans, twenty-one were domiciled Europeans, two were Eurasians, twelve were Hindus, one was a Mahomedan, and one was a Native Christian.

For the post of Superintendent, heads of Circles select the most qualified of the officers of the Circle, and submit their names to the Director General for approval: the approved candidates are required to pass the prescribed examination, and when a vacancy occurs, an officer who has passed the examination receives the appointment. It was for some years the practice to bring into the Department young men to recruit the Superintendent's grade after they had undergone a certain probation, and if the service were, as has been suggested, to be organized in two divisions—a higher and lower service—it has been proposed that the line should be drawn so as to include in the higher service Superintendentships and some of the higher grade

Postmasterships. It will therefore be convenient to mention in this place what rules regarding race regulate appointments. The orders of 1879 requiring the special sanction of the Government of India to the appointment of any person other than a Statutory Native to any post carrying a salary of ₹200 and upwards apply to the Postal Department with the exception of certain appointments, namely, those in the Sea Postal Service, the Postmastership at Aden and six Superintendentships. In circulating the order of 1879 the then Director General, Mr. Monteath, intimated that the prohibition of the appointment of Europeans to offices carrying salaries of ₹200 and upwards made it obviously inexpedient, except under special circumstances, to appoint them to the inferior grades with prospects so limited. The Postmaster General of Bengal observes that since that date appointments in the Department have been practically limited to Natives of India as defined in the Statute, and he mentions that under a departmental rule the certificate of health and age submitted with an officer's first pay bill must also contain a certificate that the officer is a Native of India: and that so far as he has been able to ascertain, only in four instances has the appointment of a European been sanctioned in the seven Circles which he represented on the Sub-Committee. Under a rule issued in 1875 no person may, without the special sanction of the Director General, be appointed an Inspector, who is not a Native of India of Asiatic race. The Postmaster General of Bengal reports that this sanction has not been given except to an appointment in a tea-planting district.

Of 10 Inspectors on ₹150, one is a domiciled European, five are Eurasians, three are Hindus, and one is an Asiatic of another creed. Of 47 Inspectors and two Supernumeraries on ₹100, two are domiciled Europeans, three are Eurasians, thirty-eight are Hindus, four are Mahomedans, and one is an Asiatic of another creed. One of these appointments is vacant.

There is a large number of Inspectors whose salaries do not amount to ₹100.

Mail officers in the Sea Postal Service are graded with Superintendents. Seven officers in this branch receiving salaries of from ₹100 to ₹300 are Europeans, and two of these seven are domiciled in India.

Post Offices beyond the limits of Presidency towns are of three classes—Head Post Offices, Sub-Post Offices, and Branch Post Offices. The object of this division is the simplification of accounts.

Of Head offices some are and some are not disbursing offices. A Head office is the central office of account for itself and all the Branch and Sub-offices in account with it. It incorporates in its own accounts all the money received in and paid out of Sub-offices and Branch offices, and renders an account weekly to the Comptroller of its own transactions and of those of the offices in account with it.

A Disbursing Head office is always situated at a station where there is a District Treasury. It pays into the treasury surplus collections and draws from the treasury on letters of credit issued by the Comptoller funds required to meet payments. A Disbursing Postmaster accounts to the Comptroller for all transactions of the Disbursing office with the District Treasury, and also for all transactions of the Head and Sub-offices in the District with the sub-treasuries. He prepares contingent bills and bills for the salaries of the establishments of the Disbursing office and of the Post Offices and mail lines within his jurisdiction and provides for their payment.

A Sub-office is an office in account with one or more Head offices and submits its accounts daily. Except that he has no direct relations with the Comptroller, and that all unpaid articles for delivery must pass through the Head office which is accountable for the amount to be recovered, there is no difference in the work of an officer in charge of a Sub-office and that of a Postmaster of a Head office.

A Branch office is a part of the office with which it is in account, and which may be either a Head office or a Sub-office; its Postmaster is subordinate to the Postmaster of that office. No money orders are paid by Branch Post Offices.

Some Postmasters who are termed independent Postmasters are not placed under Superintendents but are directly subordinate to the head of the Circle. Superintendents are, however, allowed access to certain documents in their offices to check the accounts and returns of minor offices. The Postmasters in charge of the larger Disbursing offices are ordinarily independent. A large number of Postmasters at commercial centres, military and hill stations and in foreign territory, are of European parentage. At such places the Post Office is generally a large one, and the cost of living is more expensive than in the smaller towns.

The Postmasters at Allahabad, Simla, and Lahore, and the Deputy Postmaster at Bombay receive salaries of ₹400—500. The Postmaster at Simla is a domiciled European, at Allahabad a Parsi, and at Lahore a Mahomedan; the Deputy Postmaster at Bombay is a non-domiciled European.

The Postmaster at Rangoon, a Eurasian, receives ₹350—450.

The Postmasters at Poona, Umballa, Delhi and Cawnpore, of whom two are domiciled Europeans and two are Eurasians, receive ₹300—400, as do also the Deputy Postmaster at Calcutta and the Assistant Postmaster at Bombay who are Eurasians.

The salary of the Postmaster at Karáchi, a domiciled European, is ₹300—350, and of the Postmaster at Aden, also a domiciled European, ₹300. The Postmasters at Hyder-

abad, Ahmedabad, Agra, Amritsar, Rawalpindi, Nagpur, Jubbulpore and Lucknow receive R250—300. Of these five are domiciled Europeans, one is a Eurasian, one is a Hindu, and one is a Mahomedan.

The salary of the Postmaster of Maulmein, a Mahomedan, is R250; the salaries of the Postmasters of Bangalore, Meerut, Peshawar, Bankipore, Dacca, Ajmere and of the Deputy Postmaster of Rangoon are R200—250. Of these officers two are domiciled Europeans, four are Eurasians, and one is a Hindu. The Postmasters of Howrah, Darjeeling, Mussoorie, Naini Tal and Mandalay receive R200. Of these officers one is a Hindu, two are domiciled Europeans, and two are Eurasians. The Postmasters of Burdwan, Burrisal, Cuttack, Trichinopoly, Coconada, Ootacamund, Madura, Surat, Belgaum, Rajkote, Benares, Saharanpur, Jhansi, Bareilly, Gorakhpur, Moradabad, Ghazipur, Mirzapur, Aligarh, Benares, Multan, Ludhiana, Ferozepur, Murri, Gya, Mozufferpur, Arrah, Fyzabad, and Indore, and the Deputy Postmaster of Madras receive R150—200. Of these officers one is a European, five are domiciled Europeans, seven are Eurasians, fifteen are Hindus, and one is a Parsi.

Of 18 Postmasters and four Deputy Postmasters on R150, three are domiciled Europeans, six are Eurasians, twelve are Hindus, and one is a Mahomedan. One Postmaster on R140 is a Mahomedan.

Of 39 Postmasters and two Deputy Postmasters on R100—140, three are domiciled Europeans, eleven are Eurasians, twenty-five are Hindus, one is a Mahomedan, and one is an Asiatic of another creed. Of 73 Postmasters, three Sub-Postmasters, four Deputy Postmasters, and one Assistant Postmaster on R100, eight are domiciled Europeans, twelve are Eurasians, fifty are Hindus, five are Mahomedans, and six are Asiatics of some other creed.

There are eight Managers of Dead Letter offices, of whom two Hindus receive R300—400, two Hindus and one Eurasian R200—250, a Parsi R150, a domiciled European R100—140, and a Hindu R100.

The Department maintains a workshop at Aligarh which was formerly under the charge of the Civil Surgeon of the station. It is now supervised by an officer of the Department, a Hindu, on a salary of R400—500.

There are also other appointments carrying substantial salaries held by Asiatics. Thus in the Comptroller's office the Chief Superintendent, a Hindu, enjoys a salary of R350—450, and seven out of ten Superintendents are Hindus on salaries of R200—250 or R150—200. The Superintendent of the office of the Inspector General, Railway Mail Service, is a Hindu on a salary of R300—400. In brief out of 522 appointments carrying salaries of R100 and upwards, only 46 are held by non-domiciled Europeans, 126 are held by domiciled Europeans, 86 by Eurasians, and 264 by Natives of Asiatic parentage, while the offices carrying salaries below R100 are almost entirely filled by Natives. The number of persons employed in the Department amounts to nearly 40,000. It may be mentioned that the Postmasters of many of the smaller offices receive salaries of less than R20. From a return prepared in 1885 it appeared that out of 6,304 Postmasters employed in that year only 450 drew a salary in excess of R40. The duties are not unfrequently undertaken by schoolmasters, shopkeepers and other persons whose whole time is not occupied in postal work.

With respect to patronage the Director General states that the policy of the Department is to leave as far as possible to officers who are directly responsible for the working of the office concerned the selection of their subordinates: thus Divisional Superintendents and the better paid Postmasters appoint their own subordinates to posts with salaries not exceeding R30, and nominate for posts with salaries not exceeding R100; Presidency Postmasters appoint their subordinates to posts carrying salaries not exceeding R100, and nominate for the higher appointments; Heads of Postal Circles appoint to posts carrying salaries of less than R200 and nominate for the higher paid offices in their Circles.

Appointments are generally made to the lowest grades, and promotion is regulated in part by seniority and in part by the qualifications which an officer shows himself to possess for special or supervisional work. Europeans and Eurasians being unable to maintain themselves on the small salaries paid in the lowest grades of the service receive their first appointments to higher paid posts than are usually given to Natives. The latter complain that the European and Eurasian thus arrive sooner at the Superintendents' grade and are naturally more energetic than Natives who have spent many years in the lower grades: they also complain that the practice of appointing Natives only to the lowest grades on first appointment operates to debar Natives of good education from seeking service in the Department.

Promotion is not made from a general list, but a separate list is maintained for each important Circle, while the minor Circles are treated as one Circle styled the India Circle for the purposes of promotion. This system appears to be preferred by the majority of the Native officers, as it avoids the necessity for frequent transfers to which they are more averse than Europeans or Eurasians, and which cause them greater inconvenience. It has the advantage that the head of the Circle is in a better position to judge of the relative merits of the officers of his Circle than the Director General is to judge of the relative merits of officers whose work does not come directly under his notice. On the other hand, the rate of promotion from time to time varies in different Circles, and the course of promotion is disturbed if transfers are made from one Circle to another, but the Director General states that the Postmasters of minor

Post Offices are never, and the Postmasters of more important officers are seldom, transferred; and that transfers are becoming more and more rare in the case of Superintendents. Officers of the Bombay Circle complain of the effect of the rule which grades Mail officers with the Superintendents of that Circle, inasmuch as the transfer of Mail officers to appointments on shore interferes with the promotion of officers in the ordinary service. While admitting that it would be unreasonable to require Mail officers to remain at sea for the whole of their service, they urge that these officers should either be promoted into the Railway Mail Service, with which their duties are analogous, or that when promoted they should receive appointments in each of the Postal Circles in turn.

The conditions of service as regards pay, pension, furlough in the case of the Uncovenanted officers of the Department, are regulated by Chapter VII of the Pay and Acting Allowance Code, Chapter X of the Civil Leave Code, and Chapter IX of the Civil Pension Code. Three European officers of the Department having held before January 1872 appointments entered in Schedule A. of the Civil Leave Code are under Chapter I, Section I, Clause (*c*), entitled to the more favorable rules contained in Chapter V of the Code. The officers of the Department complain of the paucity of appointments which entitle them to the benefit of the maximum pension allowed to the Uncovenanted Service.

The description of the business conducted by the Department and of the duties of the principal officers in connection with its transactions sufficiently indicates the technical knowledge and the mental and moral qualities required for efficient service in the several grades.

As to the classes who seek employment in the Department, the Director General observes that it is recruited from a different and in some sense an inferior class of men to that from which other Departments draw their employés: that the Post Office requires a steady, plodding, careful man who, besides attending to accounts and supervising his subordinates, will implicitly carry out the numerous and troublesome rules of the Department, who is not above cording and sealing bags, stamping money-orders or handling parcels, who will not grumble at night-work or resent the absence of holidays; that steady application rather than high educational attainments are required of a Postmaster; and that as nothing but actual experience in practical work can establish the existence of these qualifications, it is best on the whole to look to proved merit rather than to examinations as the test of capacity to fill the great majority of the appointments. The necessity for proving the possession of the qualities required by service in the inferior grades, the arduous nature of the duties attaching to it, and the limited prospects of promotion within a few years to posts carrying substantial emoluments sufficiently explain why the service is unattractive to highly educated Natives; but the nature of the duties to be discharged in the higher appointments has led several of the witnesses to suggest that it is desirable to attract to the Department at least some candidates of better educational qualifications and superior intelligence than can be obtained under the existing practice. As to the comparative merits of the several races who seek employment in the Department, the Director General observes that since the issue of the order of 1879 the recruitment is practically limited to domiciled Europeans and Eurasians and Natives; that ordinarily the Native is specially qualified for sedentary occupation, while the Eurasian and European are better fitted for work of a more active character; that a Native is trustworthy in money matters, obedient to rule, exacts hard-work from his subordinates, rarely objects to long office hours, is not addicted to exercise, and if employed near his home will work for a small salary; and that he therefore usually makes a good Postmaster. He considers that the duties of an Inspector, who is required to visit minor offices in the interior of districts and to supervise the working of village postmen, are usually discharged by Natives more efficiently than by domiciled Europeans or Eurasians. On the other hand, he mentions that to fill the position of Divisional Superintendent which entails duties of inspection and supervision, Heads of Postal Circles exhibit a preference for Europeans; and he observes that in times of war and other similar emergencies it is on the European Superintendent that the Department has mainly to rely.

The Director General entertains a strong opinion that Covenanted Civilians should ordinarily be appointed to the offices of Postmasters General; his reasons being that the importance of the office requires the best men that can be procured, and that a picked Covenanted Civilian is nearly always superior in intellectual and practical ability to the best officers that can be obtained in the Uncovenanted Service; he admits that occasionally an Uncovenanted Postal officer may be found whose qualifications are equal, or even superior, to those of a selected Covenanted Civilian, and in such cases he would, for the encouragement of the Postal Service, give a preference to the Uncovenanted officer. He observes that a Postmaster General must possess in a high degree individual energy and capacity for work; and that unlike many other officers he has no efficient subordinate agency capable of rendering him assistance in matters of importance. He expresses his concurrence with the views of Mr. Kisch, the Postmaster General of Bengal, that the knowledge of the general administration of the country, of the working of the Courts, of the law of evidence, and of the requirements of the public in civilized countries, that every Covenanted Civilian possesses, is a better qualification for a useful Postmaster General than practical experience in arranging a Post Office or a railway mail service section. He also claims it as an advantage of this plan that a Covenanted Civilian can be retransferred to an ordinary executive appointment if experience proves him unfit for postal administration, while the services of an inefficient Uncovenanted Postmaster General cannot be dispensed with until he attains the age for superannuation. The Director General deprecates any change in the rules for recruiting the grades below that of Postmaster General.

He maintains that selection by those responsible for the work is preferable to competition, and is the plan adopted by those who conduct commercial undertakings. But if public competition is adopted for admission to other Departments, he states he would not oppose, though he would not advise, its extension to the Post Office for appointments carrying salaries of not less than ₹100, but with this proviso that candidates must thoroughly accept liability to serve in any place within or without British India where the Department may be required to make postal arrangements. He also insists that the discretion of the Director General should be unfettered in choosing from the ranks of the Department the best men available to fill the higher and more important posts, and that no officer should be allowed to claim a prize appointment by any title save that of merit as adjudged by the head of the Department.

Eleven witnesses were examined by the Sub-Committee at Calcutta.

The first witness who presented himself was Babu Moti Lal Ghose, joint Editor of the *Amrita Bazar Patrika*. This witness called attention to Rule 732 in the Postal Manual, which prescribes that no person other than a Native of India can be appointed to any office in the Postal Department. In this rule the term Native of India applies not only to Asiatics but also to the persons included in the term by 33 Vic., Cap 3, Section 6. The witness complained that the rule had been violated by the appointment of Mr. Kisch to the Postmaster Generalship of Bengal. He next called attention to the circumstance that of the twenty-five principal appointments in the Department only two are held by Natives, and one of the two by a Native Covenanted Civilian who, he considered, should on that account have been debarred from an appointment in the Department. He further observed that in the higher subordinate service 178 appointments are held by Europeans and only 77 by Natives. But he admitted that in contrasting the position of Natives and Europeans in the Department he had applied the term European to those classes who were included in the Statutory definition as Natives, and had not confined it to non-domiciled Europeans. He maintained that Natives could be found who are quite qualified to fill all the higher posts in the Department. He asserted that Mr. Riddell, the first Director General, had tried European officers in the higher appointments and had found them wanting, and had had to obtain the assistance of Natives, with whose help he had organized the Department. He asserted that Mr. Monteath and Mr. Hogg had adopted a different policy and had introduced Europeans into the Department. He mentioned that Europeans whose names he gave had obtained their appointments owing to their relationship to or connection with some of the superior officers in the Department. He also asserted that undue preference had been shown to Europeans in making promotions, and that the meritorious services of Native officers had been disregarded. He quoted instances which, he alleged, supported the charges he made. He maintained that the majority of the European Superintendents are men of little education, and that many of them are ignorant of the vernacular of the districts in which they are employed, and are consequently unable to discharge their functions properly, and he asserted that, owing to the difficulty which Europeans experience in travelling in some parts of the interior of the country, many Post Offices are left without inspection. He stated that he had received information that the rule which required that gazetted officers drawing salaries of ₹200 and upwards should be appointed by the Director General is in practice not observed, and that appointments were practically made by the Postmasters General. He considered that the powers of nominating and transferring gazetted officers should not be given to the Postmaster General, for the reason that Superintendents and Examiners come into direct contact with him, and that he is therefore likely to be prejudiced for or against them. He insisted that promotion should be made by the Director General absolutely of his own motion as well as the appointment of Superintendents to Divisions. He asserted that the Rule 861 of the Manual, which directed that Personal Assistants should usually be selected from the senior Superintendents of the Circle, had been disregarded, and lastly, he gave it as his opinion that the method of recruitment best suited for the Department would be competition open to all without exception.

Babu Wooma Churn Dass, Deputy Comptroller of the Post Office, stated that he entered the public service in 1866 and joined the Postal Department in 1878 as Chief Superintendent in the Accounts branch, and that during his service in the latter Department he had never been superseded. He mentioned that he had himself held the post of Assistant Comptroller, and that he saw no reason why the appointment of Comptroller should not be conferred on a Native. He explained that the Comptroller's office in Calcutta examined the accounts of the whole Indian Postal Department from Zanzibar to the confines of Assam and up to Mandalay; that no one who had not passed the Entrance examination of the University is admitted to the Accounts branch; and that the appointments are made by the Comptroller from persons who had previously served an apprenticeship in the Department. He stated that the appointment of a Native Covenanted Civilian to the Postmaster Generalship in the North-Western Provinces had given rise to much dissatisfaction and discontent.

Babu Surjya Kanta Mitra, Examiner of Postal Accounts, stated that he entered the Department in 1870 as Sub-Inspector after having passed an examination of a general character, including *précis writing* and arithmetic, and that he had risen to the third grade of Superintendent; and he also stated that he had been twice superseded by the promotion of officers from other Circles.

Mr. Barton Groves, Superintendent, stated that he had served in the Department for eighteen years, chiefly in the Superintendent's grade, but that he had also officiated as Deputy

Postmaster General, as Deputy Controller General in charge of the Money Order Accounts, and for a short time as Presidency Postmaster, Calcutta. He considered that a good education in English, an acquaintance with the vernacular, and a thorough and practical knowledge of the rules and working of the Department are essential for efficient service as a Superintendent; that, in addition, a Superintendent should possess administrative ability, energy and intelligence; and that the head of a Circle required the same attainments and qualities in a still higher degree, combined with departmental experience, firmness of character, and a strict sense of impartiality in dispensing patronage. Mr. Groves stated that of the seven highest administrative appointments, the Director Generalship, the Deputy Director Generalship, and five Postmaster Generalships, four had ordinarily been held by Covenanted Civilians and three by Uncovenanted officers of the Department. He allowed that the Director Generalship should always be filled by a Covenanted Civilian, and that it is desirable that two of the Postmasters General of the larger Circles should also be members of that service, in order that in the event of a vacancy occurring in the highest office it might be filled by an officer of departmental experience. But he insisted that, as a general rule, men trained in the Department would be more efficient as Postmasters General than Covenanted Civilians, who must necessarily be for some time dependent on their subordinates. He observed that the prospects open to Covenanted Civilians are so attractive that only comparatively junior men would care for a Postmaster Generalship, and he stated that in some instances Civilians had accepted appointments in the Postal Department temporarily, and had returned, when it suited them, to magisterial duties—a course which he considered prejudicial to the Department. He maintained that the high educational requirements of the Civil Service are not essential for a Postmaster General, and that if the Director General could find amongst his subordinates men in whom he reposed full confidence, and who possessed all the qualifications required for the office, his nominations should be accepted, and the best man, whether he be a European, a Eurasian, or a Native, should obtain the appointment.

Mr. Barton Groves considered that the appointment of Superintendent should be made on the nomination of the head of the Circle, and that the nominee should have passed the required departmental and vernacular examinations. He stated that for these grades Europeans are considered, as a class, to be the best qualified because they possess more force of character, energy, and education. At the same time he admitted that among the Eurasian and Native Superintendents there are men who are quite equal to the best of the Europeans. He considered it essential that a certain number of Superintendents should be Europeans in order to take charge of districts inhabited by planters or in which there are stations with large European communities, and also of Field Post Offices; and he gave it as his opinion that the exclusion from the Department of all Europeans born and educated in Europe is a mistake. For the Inspector grades he considered Natives better qualified than Europeans or Eurasians. He mentioned that the rule regarding promotion to the superior grades is not one of pure seniority, but that merit and fitness for the particular appointment are also considered. He declared that in his opinion patronage had been very fairly exercised, as a rule, in the Department. When questioned as to certain gentlemen who had been named by Babu Moti Lal Ghose as having superseded Native officers in the Department, he explained that those of them with whom he is acquainted are gentlemen who had received their appointments in consequence of their superior education or ability or of their peculiar fitness for the posts they were required to fill.

Mr. Hutton, Presidency Postmaster, Calcutta, who had served in the Sea Postal Service, filled the office of Superintendent in the Railway Mail Service, and for a year acted as Deputy Postmaster General of Rajputana, stated that as far as he was aware Natives had not applied for employment in the Sea Postal Service, and that in his judgment no persons other than Europeans or the descendants of Europeans should be employed in the higher grade of the Postal Department, because Natives had not the required energy, and could not be relied on for promptitude or precision of action. He considered that the Inspectors should be Natives in all districts which were thickly populated by Natives, but that, as Superintendents, Europeans are generally better qualified. Mr. Hutton further stated that the office of Deputy Presidency Postmaster of Calcutta had been on two occasions filled by a Native during his tenure of office, and that of these gentlemen one had been efficient and the other had not. He considered that the Native who had efficiently discharged the duties of Deputy Postmaster would not have been competent to fill the post of Presidency Postmaster. He stated that the heads of the various branches into which his office is divided had been at times Natives and at other times Europeans or Eurasians, and that in his experience the Europeans, whether domiciled or not, and the Eurasians, had proved themselves better fitted for such appointments than Natives.

Mr. John Owens, Personal Assistant to the Postmaster General, Bengal, stated that he entered the service in 1868 as an Officiating Postmaster on half salary and had gradually risen in the Department and attained the first grade of Superintendents. This gentleman had been mentioned by Babu Moti Lal Ghose as having superseded several Native officials. In answer to a question on this point he stated that he was not aware that he had superseded any officer in his Circle, but that, inasmuch as promotion was made in Circles, it was possible that a Superintendent might obtain more speedy promotion in one Circle than in another. He mentioned that he had obtained his first appointment in the Department, an appointment on R30 a month, through the influence of his brother-in-law, Mr. Dillon, and after he had worked in the office for nearly six months as an unpaid apprentice. With regard to the respective qualifications of Europeans and Natives for service in the Department, he was of

opinion that while Natives are efficient as clerks and Postmasters even of large offices, Europeans are more efficient as Superintendents. At the same time he admitted that there are Natives who are not wanting in efficiency in those appointments. He maintained that it is unnecessary to employ in the Department non-domiciled Europeans, inasmuch as sufficiently good men can be found in the country to fill all the appointments open to the Uncovenanted Service. He expressed himself as averse to a system of competitive examination for admission to the Department, and stated that he preferred nomination followed by a departmental examination. He mentioned that when recently necessity arose for despatching Postal officers as signallers to Burma, out of eighty-five men who were invited to proceed there on increased pay, eighty, all of whom were Asiatics, declined to go; that of the five who consented to go, two were Europeans, one was a Eurasian, and two were Bengalis; that up to the time of the present enquiry the Bengal branch of the Department had been able to send only seven men, of whom only three were pure Asiatics; and that four Europeans and Eurasians who accepted the employment were the only men of those classes who had been trained in signalling. He also mentioned that two Postmasterships in Burma, carrying salaries of ₹100 to ₹140 with house accommodation, had been offered to fourteen Natives in the Bengal Circle, to whom the acceptance of the offer would have secured considerable promotion, but that only one, a Mahomedan, had availed himself of it, and that the remaining appointment was consequently given to a Statutory Native. Lastly, he mentioned that in order to ascertain which of the Superintendents in Bengal are willing to go on field service in case of need, an enquiry had been addressed to them, and that while no Native Superintendent had expressed his willingness to accept such service, nearly every European and Eurasian Superintendent had done so.

Babu Hem Nath Basu, Postmaster of Midnapur, stated that he had been a Head Clerk in the Calcutta Post Office for a number of years, and that during that period two other Natives had also filled Head Clerkships in the same office; that he and they had been commended for their work by the Postmaster General, and that two had received promotion on account of their meritorious service in the Calcutta Post Office. He also stated that he had been a Disbursing Postmaster for sixteen years and had on two occasions officiated as Superintendent. He mentioned that when he entered the Department there were in Bengal ten Native and only two European and Eurasian Superintendents; that in his judgment the Department was then worked as efficiently as it is now with a larger proportion of Europeans; that many of the important charges were then held by Native Superintendents; that one of the Native Superintendents had organized the Zamindari or District Post, and another had been sent in charge of the postal arrangements on the Lushai expedition; that the line to Darjeeling—the most important in the Circle—was placed in charge of a Native after a European had failed to work it successfully, and that even at the present day Natives are more efficient than Europeans as Superintendents, because they are acquainted with the vernacular of which the Europeans are frequently ignorant. He considered it desirable that a larger proportion of the Superintendents should be Natives, and that the Europeans who are promoted to that grade should be required to prove at an examination that they possess a sufficient knowledge of the vernacular to read and issue orders in it. He maintained that the work of Superintendents does not require uncommon energy and physical strength, and that the half-yearly inspection reports show that Native Superintendents make more frequent inspections than Europeans.

With regard to admission to the Department he suggested that definite rules should be passed and an educational qualification, not lower than the matriculation examination, should be exacted; that the departmental examinations should be continued, and that from among the passed candidates those who are senior in the public service should be first provided for. He also advocated the regulation of promotion by definite rules, and he argued that the great extension of the business of the Post Office increased the necessity for recruiting Superintendents from Postmasters rather than from outsiders unacquainted with the work of the Department. He attributed the reluctance reported to have been exhibited by Natives to proceed to Burma to the insufficiency of the pay offered, and he asserted that to his own knowledge one of the Natives who had declined to proceed to Burma as Postmaster would have suffered pecuniary loss had he accepted the appointment. He stated that he had himself volunteered for service in Egypt and had sent in his name as a candidate for field service in any country.

Babu Prafulya Chandra Banerjea, Superintendent in the Postal Department, entered the service in 1866 as a clerk on ₹20 and is now in the enjoyment of a salary of ₹300. He stated that he had devoted his spare time to antiquarian research, and that Mr. Gribble, when Postmaster General, having noticed his contributions to a scientific periodical, had promoted him, when he was a very junior Postmaster, to a Superintendentship. He gave it as his opinion that the existing system of recruiting the Department is open to objection; that a fair education and knowledge of the vernacular of the district in which the officer is to be employed are essential, and that the present test, a mere departmental examination, is not sufficient. He stated that he was informed that some of the Native as well as European Superintendents are not men of adequate education, and that in his opinion, as the office is one of much responsibility, only men of tried merit should be appointed to it. He declared that he did not advocate the entire exclusion of Europeans and Eurasians, but he contended that they should not be appointed in a larger proportion than the educated men of those classes bore to the educated members of other classes, unless the appointments were made by open competition. He approved the promotion of Inspectors to Superintendentships if they are successful in the competitive examination which he advocated. He mentioned that promotion had theretofore been

regulated by seniority tempered by selection on the ground of merit; that he had not himself been superseded on any occasion; that on one occasion a gentleman junior to him in the service had been appointed to a post on higher pay than he was then receiving, but he added that he would not have accepted that appointment as it was out of the ordinary line.—The witness was one of the officers mentioned by Babu Moti Lal Ghose as having been superseded. —He was asked which of the Divisions he considered the most desirable, and having mentioned them it appeared that several had been held by Native Superintendents. He stated that he desired to impress on the Commission that the proportion of Natives holding appointments carrying salaries of ₹200 and upwards is, in his opinion, inadequate, and that if a proper selection were made, Natives would be found who are as active and capable of undergoing fatigue as Europeans. While he admitted that there are Europeans who are in many respects superior to Natives, he contended that such men could not be procured for salaries of ₹200, whereas such salaries would be sufficient to attract Natives of very respectable family and good education. He mentioned that many of the Native Superintendents are of such advanced age as to be physically incapable of proceeding to Burma, and that he had himself expressed his unwillingness to proceed on field service on the ground of ill-health—a circumstance which was well known to the head of the Department—as he had been compelled to take sick leave and had applied, on the ground of health, to be transferred to the North-West. He admitted that there is a great preponderance of Natives in the posts of which the salaries are less than ₹200, and that he knew that two of the Native Superintendents had brothers in the Department.

No witnesses were examined orally in the North-West Provinces, but the opinions of officers of the Department were collected by the Postmaster General, North-West Provinces, and will be noticed hereafter.

Three witnesses were examined at Lahore.

Mr. W. Hawthorne, Superintendent, entered the Department as Postmaster of Dera Ismail Khan. He stated that he would require candidates for employment in the Department to possess a prescribed educational qualification, and that if there were more candidates than one for an appointment he would make the selection by open competition; that he would require the successful candidates to undergo training as Postmasters, and from the Postmasters would select men for the lowest grade of Superintendentships and thereafter promote them by merit. He expressed himself in favor of promotion in the Department rather than in the Circle, inasmuch as it occasionally happened that promotion was more rapid in one Circle than in another, and he maintained that the former system of promotion would not necessitate transfers. He stated that the present Inspectors are as a class insufficiently educated, and that he would appoint them in the same manner as he had advocated for the recruitment of the higher grades; that he would require them to undergo training as Postmasters and would promote the most efficient of them to be Superintendents. He recommended that the Superintendents should be gazetted on promotion and transfer as well as on appointment.

He considered that when Natives are selected of sufficient education and mental and physical vigour they make efficient officers both as Inspectors and Superintendents, but that in European cantonments and in frontier stations it is desirable to have men of European education, if not of European parentage, as Postmasters.

Lala Mulraj mentioned that he entered the Department in 1876 as Postmaster on a salary of ₹25, and in 1882 was promoted to the Superintendent's grade and confirmed in that grade in February 1886. He declared that he had no other objection to offer to the existing organization of the Department than that the proportion of Europeans in it is unduly large. He admitted that in the Punjab this might have been due to the backward state of education. He advocated recruitment by an open competitive examination, the successful candidates being required to undergo training in an office and to pass departmental tests. He approved of promotion by merit as well as seniority, but insisted that it should be made in the Department as a whole and not in Circles, and that it should not involve transfer. He professed that he entertained no objection to the appointment of Europeans, if they possessed the required qualifications, but he insisted that in addition to a sufficient knowledge of English a Superintendent must be acquainted with the vernacular of the Division and be able to mix freely with the people when he went on tour.

Munshi Mahomed Sazawar, Postmaster of Lahore, stated that he entered the Department as a clerk on ₹30 at the age of twenty and is now in receipt of a salary of ₹440; that he considered the system of recruiting, as it at present existed, left nothing to be desired, inasmuch as the various grades excepting the highest were open to Asiatics and Europeans alike.

He considered that a fair proportion of Europeans was indispensable to the efficiency of the Department, for, while admitting that Natives are on the whole excellent officers, he maintained that Europeans are more manly and superior in powers of organization, and that their influence with District and Military officers is greater. He considered that Natives are fairly represented in the grades carrying salaries of ₹100 and upwards, and that a proportion of duly qualified Natives might be safely employed in all posts below that of Postmaster General. He gave it as his opinion that the Postmaster Generalships should be reserved for Europeans, and that if Natives are appointed, only the best men available, such as Mr. Badshah, the Postmaster General of the North-Western Provinces, should receive these appointments. But he added that Natives, whose qualifications are equal to those of Europeans, had better chances of

advancement in other Departments than are offered them in the Postal Service, where the salaries of the lower grades are inadequate, and the promotion exceptionally slow. He instanced the slowness of promotion by referring to the case of a European, a gentleman by birth and education, who had served for 17 years in the Department, and whose work had been uniformly good, but who had not yet obtained an appointment in the first grade of Superintendents. He complained that promotion was not uniform in the several Circles, and considered the defect might be to some extent remedied by promoting from an Imperial list, but he expressed himself as altogether opposed to transfers inasmuch as a Punjabi would be of little use in Burma, while a Bengali and a Madrasi would be capable of rendering better service in their own countries than in the Punjab. He gave it as his opinion that the Post Office in India is administered on the most liberal principles, but he considered the Department might be made more attractive to really good men, if the salaries of certain grades were raised and the concession of counting furlough for pension were extended to its Uncovenanted officers.

Five officers of the Department were examined at Simla.

Pandit Salig Ram, the grandson of an officer of Ranjit Singh's army, and whose family holds large estates in the Ghazipur District, stated that he had first accepted an appointment as Sub-Inspector in the District Dák Department, and that on the reorganization of the service he had been brought into the Imperial Department and had held appointments in several grades. He mentioned that he had introduced the system of issuing special money orders for the payment of rent and revenue. He gave detailed particulars as to the system, the evils it was intended to counteract, and the success which had attended its introduction; and he stated that he knew no instance in which valuable suggestions made by Natives in the Department had been ignored by their superior officers, and that for his own part he had received every encouragement.

He advocated the division of the Department into superior and lower grades and proposed to include Superintendents and the Postmasters of important offices in the higher grades and to recruit the best men for these grades whether they belonged to the lower service or not. In selecting men for these grades he stated that he would make ability the first consideration, and would insist on some educational qualification, at least equal to that of F.A., but that he would not altogether ignore social position. He added that he would also insist on physical qualifications, that the candidates should be able to ride and undergo hard work, and should be willing to serve in any Province in India. At the same time he thought it desirable, as far as possible, to employ Natives in their own Provinces. He stated that he considered all classes and all races equally capable of doing good work in the Post Office, though he admitted that Europeans are more suited for some branches of the service, and Asiatics for others. He believed that Europeans are especially qualified for the Sea Postal Service and more qualified than Asiatics for the Railway Mail Service, but that, on the other hand, Natives are better qualified for the management of Dead Letter Offices and for the work of inspection and examination of accounts. He also stated that Natives are in his judgment better able to detect and put a stop to fraud and corruption on the part of Native subordinates than Europeans, and in support of this opinion he instanced the failure of European Superintendents to prevent malpractices on the Simla line, while a Native had succeeded in doing so. He expressed his preference for promotion from an Imperial list and maintained that if Natives are unwilling to serve in other Provinces than their own, they are not qualified for the superior grades of the Department. He stated that he was not aware of any case in which it could be clearly shown that injustice had been done in the distribution of patronage; that the service is of such a nature that promotion must be governed by merit, and that if it had always been regulated by seniority, there would have been less efficiency in the Department. He advocated an increase in the salaries paid to the officers in the Department especially in the Superintendent's grades. He allowed that the men obtained would compare favorably with those employed in other Departments in point of honesty, integrity, and good work, and stated that instances in which fraud had occurred are extremely rare, having regard to the opportunities afforded for it. While he considered it desirable that some of the Postmaster Generalships should be filled by Covenanted Civilians, he contended that at least two, if not three, of these appointments should be reserved for Uncovenanted officers of the Department.

He complained that the rule which prescribed that officers should ordinarily retire at the age of 55 was virtually ignored: and that Natives are never appointed directly to the higher posts in the Department but are compelled to enter it in the lower grades; and he observed that it is owing to this circumstance that the Head of the Department with every desire to benefit Natives was unable to find men qualified for promotion to the higher appointments. He expressed his belief that, if sufficient inducements are offered, there would be no difficulty in obtaining Natives of energy as well as ability and intelligence for the higher grades, notwithstanding that the Judicial and Executive Departments offered better prospects and higher pay.

Subsequently to his examination the witness expressed his desire to make a further statement, and proceeded to say that having recently seen in some public prints charges that favoritism was shown to Europeans, and that officials employed their own relations, he desired on the part of Natives in the North-Western Provinces to disavow any concurrence in these sentiments. He gave it as his deliberate opinion that Natives owed the positions they had obtained in the

higher grades mainly to the present Director General. He observed that, although in some instances the relations of European officials are to be found in the Department, the instances in which the relations of Native officials are to be found there were much more numerous.

He declared that on many occasions he had himself superseded Europeans and had been superseded by Europeans, but that in every case the appointments had been made on public grounds and not out of any consideration of race.

Mr. E. C. O'Brien, 3rd Assistant to the Director General, stated that he was transferred from the Financial Department to the Postal Department in 1878 and was appointed to the Superintendent's grade; that in 1880 he was attached to the Director General's office as Secretary to the Manual Committee; that in 1881 he was appointed Secretary to the Director General, and in 1883 was promoted to act as Assistant Director General. He mentioned that among other duties he had charge of the branch of the Director General's office which dealt with robberies, frauds, losses, &c., and that the average number of cases reported yearly by heads of Circles was from 500 to 600. He stated that the investigations in these cases are conducted by the Superintendent or an Inspector under his orders, and, where there are no Superintendents, under the orders of the Deputy Postmaster General: and that the conclusion to which his experience had led him was that European Superintendents are better qualified than Native Superintendents for such investigations. He mentioned that as a rule pleaders were not employed except in specially important cases, but that Superintendents are encouraged to conduct the cases themselves. He allowed that Native Superintendents are equal to European Superintendents in their knowledge of Postal accounts and their acquaintance with Departmental rules and procedure which are necessary for the proper investigation of frauds and losses, but he pronounced the Native inferior to the European Superintendents in judgment, energy, readiness of resource and impartiality. He admitted that up-country Natives are more energetic than those of other parts of India, but he added that they are deficient in education and especially in a knowledge of English. On the other hand, he considered that Natives of other Provinces, who possessed sufficient acquaintance with English, as a class lack the energy and promptitude of action which are necessary to make them good Superintendents, and are generally averse to leave the neighbourhood of their homes. He mentioned that there is not a single Native Superintendent on the list of volunteers for field service: he quoted instances in support of his opinion that European Superintendents are more energetic than Natives in the prosecution of offenders, and stated that his opinion was formed from the official reports of heads of Circles and judgments delivered by Judges and Magistrates.

With regard to the impartiality of Superintendents he observed that it is a matter of indifference to a European whether his subordinates are of higher or lower caste, or what creed they profess; but that with the majority of Natives such considerations would be likely to have considerable weight, even though they might not be conscious of it. The practical reservation of the controlling appointments in the Police to Europeans is also adduced by him as an argument to support the opinion he had expressed respecting the relative value of European and Native agency in criminal investigations.

Another argument used by him in favor of the employment of Europeans as Superintendents was that the duties of those officers brought them into contact with District officers and other officials; he contended that if Superintendents are selected from the same classes as those to which such officials belong, they would be in a better position than Natives to carry on official intercourse. He considered that Natives prefer sedentary employment which would be ordinarily irksome to Englishmen, and that they desire the appointments of Superintendents solely by reason of the patronage which would be more valuable to them than to Europeans. He expressed himself consequently in favor of reserving Superintendentships for Europeans and of appointing to those offices only specially qualified Natives; and on the other hand of conferring on Natives the stationary appointments, such as those of Postmasters, Examiners of Accounts, Managers of Postmaster General's offices, Dead Letter Offices and Stock Depôts. He pointed out that many of these appointments carry as much pay as Superintendentships with the additional advantage of free quarters.

Mr. O'Brien stated that the question as to the system of promotion was put to the vote of the Superintendents about five years ago, and the result made it clear that a general list for the purposes of promotion would not be universally popular, while the system of promotion by Circles was supported by the opinion of the most capable officers of the Department. He gave instances to show the superiority of the system in respect of exceptional promotion and in respect of punishments. He claimed that all officers holding equal appointments should be placed on an equal footing in respect of leave and pension rules, and considered that the more favorable rules which had been allowed to officers who held certain appointments on a certain date should be extended to all officers promoted to such appointments. He was opposed to any change in the existing organization of the Department except that he advocated special recruitment for the Superintendents' posts. For these appointments he would have selection by the Director General from the nominees of Postmasters General: and while he desired that such nominees should be generally Europeans, he admitted that a Native should be nominated if the head of the Circle considered his qualifications superior to those of the European candidates. He gave it as his opinion that the class of men recruited for the lower grades are sufficiently efficient to discharge the duties required of them; and in proof of their integrity he mentioned that with an issue of about five and a half

millions of money orders there had been in the past two years less than one hundred cases of fraud annually.

Mr. G. J. Hynes, Assistant Director General of Post Offices, stated that he had been employed in the Presidency Bank, Bombay, until, on the failure of that institution, he was offered an appointment as Mail officer in the Sea Post Office which was then being organized; that when the Money Order system was established in connection with the Post Office, he was appointed Money Order agent at Bombay to inaugurate it; that in 1875 he became Deputy Postmaster General in Oudh, and in 1879 was appointed to officiate as an Assistant Director General. Mr. Hynes stated that he had prepared a reply to the charges brought against the Department by Babu Moti Lal Ghose. With regard to the charge that the appointment of Mr. Kisch was a violation of an order published in the Manual, Mr. Hynes pointed out that the Manual purports to contain instructions for Postmasters and controlling officers, and that it does not profess to indicate the principles to be followed by the Government of India in selecting officers for Postmaster Generalships. With regard to the more general charge that Europeans had been appointed to the Department in violation of the order of 1879, Mr. Hynes asserted that no one who was not a Statutory Native had received an appointment below the grade of Postmaster General since 1879, except to posts which were specially exempted from the operation of that order. He mentioned that when the office of Postmaster General in the North-West Provinces recently fell vacant every effort was made to confer it on a Native, and as no fit Native could be found in the Department, a very junior Civilian received the appointment, because he was a Native and appeared to possess the necessary qualifications. He pointed out that in stating that the twenty-five chief appointments are, with two exceptions, held by Europeans, Babu Moti Lal Ghose had included domiciled Europeans and Eurasians in the term "Europeans," and that six of the twenty-five appointments are held by members of those classes. He also mentioned five instances in which Native officers had voluntarily relinquished or refused to accept the appointment of Deputy Postmaster General, preferring to remain in their own Provinces. Extending the comparison made by Babu Moti Lal Ghose to appointments not purely clerical carrying salaries of R100 and upwards and excluding the twenty-five chief appointments, Mr. Hynes showed that out of 497 posts 262 were filled by Natives of India, 122 by Europeans domiciled in India, 83 by Eurasians, and only 30 by non-domiciled Europeans; and he maintained that for certain appointments included in these numbers, such as the Sea Post Office, Natives were unsuited; that for others, such as the Railway Mail Service, they were less suited than Europeans; that Europeans were required for service with forces in the field, and that there was a general concurrence of testimony on the part of heads of Circles that Europeans were more efficient as Superintendents than Natives. These considerations, he asserted, explained the preponderance of Europeans in the Superintendent's grade. On the other hand, he showed that the special qualifications of Natives for sedentary work secured for them a preponderance over Europeans and Eurasians in the appointments of Postmasters, &c. He also pointed out that Babu Moti Lal Ghose was mistaken in attributing to Mr. Monteath the introduction of a change of policy whereby Europeans were more largely employed in the Department, and that in fact his predecessor, Mr. Riddell, had resorted more freely to European than to Native agency for the higher appointments. Mr. Hynes entered into other details to show that the charges made were either unfounded or exaggerated or were justified by the rules and practice of the Department.

Mr. Hynes expressed himself generally satisfied with the existing constitution of the Department, but advocated that the recruitment of the Superintendent's grade should ordinarily be made by the direct appointment of nominees of the Postmasters General, and only occasionally by the promotion of officers of the Department of exceptional merit. He endorsed Mr. O'Brien's views as to the superiority of European Superintendents as a class, and agreed with Mr. O'Brien that Postmasterships and other posts which involve sedentary occupation should be conferred on Natives. He claimed that at least two of the Postmaster Generalships should be reserved for the Uncovenanted officers of the Department, and stated that in exceptional cases he would not object to the appointment of Natives to these offices. He urged that the fifty-five years' rule should be more strictly enforced, and that Postal officers should be placed on the same footing in respect of pensions and furlough as the officers in the Telegraph Department, and he maintained that the salaries of Superintendents are insufficient, having regard to the considerable increase in their work and responsibilities since the time when the present rates were established.

Mr. P. Sheridan, Officiating Deputy Director General, stated that he had served in every grade of the Postal service and for several years had had charge of the Railway Mail Service, which comprised steamer services to Bengal, Assam, and Burma. He gave it as his opinion that as a class Europeans are more useful in the Railway Mail Service as supervising officers than Natives: firstly, because the railway staff with whom they had to deal is largely composed of Europeans and Eurasians; and secondly, because of the necessity which frequently occurs for transferring supervising officers from one Division to another throughout India. He at the same time mentioned that the Native Superintendents in his Circle are both very exceptional and excellent men, and that there are also some very good Native Assistant Superintendents, of whom one is an exceptionally able detective. He stated that with a few exceptions Natives fail, owing to their want of tact, when they are engaged in joint enquiries with European supervising officers of the Railway, but that for conducting enquiries into the character and conduct of the subordinate establishment and as detectives, the Native Assist-

ants are certainly more useful than Europeans. The real value of European supervision is, he asserted, shown when the ordinary arrangements are disorganized by railway or other accidents.

Mr. Sheridan stated that with a very few exceptions the subordinates in his Circle are Natives of all races and denominations, but that the majority are Hindus, and most of them low caste men, as the nature of the work entailed on them is distasteful to men of higher caste and incompatible with the observance of their caste rules. He mentioned that he had on one occasion obtained from the Principal of the Muir Central College some young men of good education as sorters, but that within a short time they had become discontented and left the Department or obtained transfers to other appointments; that Natives had been originally employed on the Calcutta and Rangoon line, but that although they had received large increases of pay they had relinquished the work, and it had been necessary to appoint Europeans. Mr. Sheridan mentioned instances to show that there is no foundation for the complaint that the most desirable appointments were reserved for Europeans, and other instances to prove that on several occasions Natives had been promoted to the higher posts of the Department in supersession of Europeans.

Mr. Sheridan stated that he held very strong views as to the inadequacy of the pay of the Uncovenanted officers of the Department in comparison with their duties and responsibilities and also in comparison with the salaries received by officers of equal rank in other Departments of the public service. In support of his complaint he pointed out that the pay of the Deputy Postmasters General had remained unchanged since 1870, though the duties and responsibilities of those officers had been greatly increased, and he urged that a salary of ₹700 a month was insufficient for an officer who exercised the large powers and held the position of the Chief Postal officer of a Province. He contended that the position of the Deputy Postmaster General is at least equal to that of a Chief Superintendent of Telegraphs and of a Comptroller in the Financial Department or an Examiner of Accounts in the Public Works Department, while his salary is inferior to that of Superintendents in the Telegraph Department and other officers of less position in the Financial and Public Works Accounts Departments. He considered it a hardship that there are only two appointments in the Postal Department held by Uncovenanted officers of which the salaries entitle the holders to the highest rate of pension. He claimed that at least two of the appointments of Postmaster General should be reserved for the most efficient officers of the Uncovenanted Service. He admitted the advantages accruing to the Department from the employment in it of a certain proportion of Covenanted Civilians, but he advocated the reservation in order to secure a remedy for the paucity of highest pensions attainable in the other appointments, and he added that having himself refused a nomination for a Postmaster Generalship, he advanced the claim purely in the interest of other officers who regarded their exclusion from the Postmaster Generalships as a grievance.

Mr. Sheridan considered the system of promotion in Circles superior to that of promotion from a general list and gave his reasons for this opinion. He pointed out that the policy of the present Director General, so far from being unfavorable to Natives, had worked some injustice to Europeans, in that whether domiciled or not they were precluded from obtaining appointments as Inspectors. He expressed himself personally opposed to this order as introducing a race distinction. Lastly, he desired to impress upon the Sub-Committee that no country in the world showed better results in respect of honesty than the Native-worked Post Offices of India, and that of all Departments in India the Post Office employed the cheapest agency.

Mr. K. J. Badshah, C.S., Postmaster General, North-West Provinces, stated that in his opinion the office of Postmaster General should always be held by a Covenanted Civilian (1) because he would be free from the traditions and prejudices of the Department, (2) because in the distribution of patronage he would not be hampered by connections formed in the Department, (3) because he would possess greater influence, (4) because he would deal on a more equal footing with the heads of other Depatrments, and (5) because of his more extensive acquaintance with general administration. He also considered that special reasons existed in each of the Circles under the charge of Postmasters General for the employment of Covenanted Civilians, *viz.*, that in Bengal, in Madras, and in Bombay there are important communities of merchants and planters, and that in the North-Western Provinces and the Punjab there are large military cantonments, and in the last mentioned Province arrangements have frequently to be made for the establishment of postal lines in connection with expeditions beyond the frontier. Mr. Badshah expressed his preference for European Superintendents as a class to Native Superintendents. He stated that he saw no reason to think that promotion had not been fairly distributed in the Department so far as the higher appointments were concerned, but he considered that promotion to the minor appointments had not been made with equal care, and that in some instances merit had been disregarded. He expressed his preference for the system of promotion by Circles as securing the advancement of meritorious Superintendents, avoiding the necessity for the transfer of officers to other Provinces which was repugnant to Native feeling and retaining in the Province local experience. Mr. Badshah referred with approval to the special Money Order system for the payment of revenue and rent which had been introduced into his Circle by Pandit Salig Ram.

An invitation having been addressed to such of the officers of the Department and of the public in the North-West Provinces as desired to express their opinions on the questions under enquiry to forward them to the Committee in writing, six officers responded to the invitation.

Lala Shambhu Nath, Personal Assistant to the Postmaster General, North-West Provinces, expressed himself satisfied with the existing system of appointment to the several grades. He advocated, however, the division of the service into superior and inferior grades, the superior to include appointments carrying salaries of ₹100 and upwards and to be recruited from graduates. He expressed his preference for promotion in the Department as a whole and not in the Circle, though he admitted his belief that Natives of the North-West Provinces and the Punjab would be averse to proceed to distant Circles, such as Bengal, Burma, Bombay, and Madras. He considered that Europeans are better qualified than Natives for service in the field, but that for the ordinary duties of a Superintendent Natives of steady habits are more qualified than Europeans.

Mr. W. Welsh, Superintendent, premising that his experience was confined to the North-West Provinces and Oudh, observed that the existing system of selecting officers for the grades of Superintendents and Postmasters had worked well and secured as good a class of men as could be procured for the salaries allowed. He considered that Inspectors should be invariably selected from the Head Clerks in a Head office where experience is gained in all branches of work. He stated that Sub-Postmasters are at present appointed in a somewhat haphazard manner, and that it would be preferable to select them from the most successful students in schools and colleges, and to draft the most promising of the Sub-Postmasters into Head offices as vacancies occurred, but he allowed that men who have been long Sub-Postmasters lose the aptitude for steady continuous labour which is necessary in a Head office.

He considered that an educational qualification should be required of all candidates for employment in the Department; at the same time he suggested that some recruits might be obtained from military pensioners, whose employment should not entail a further charge for pension on the Department, and in whose favor it would be necessary to modify the rule respecting the age for admission to the service. He advocated a general list for the promotion of Superintendents and the regulation of promotion to the higher grades purely by seniority, save in the exceptional cases in which sufficient grounds existed for debarring an officer from promotion. He admitted that while European and Eurasian Superintendents are willing to serve in any Circle, Native Superintendents seriously objected to be transferred from the Circle in which their homes are situated, and that a Native of the North-West Provinces and Oudh would prefer to lose promotion than to leave his Province. He stated that these observations applied equally to Postmasters, clerks, and Sub-Postmasters. He called attention to the onerous nature of the duties of a Postal officer, and urged that they should receive special consideration by small concessions in the matter of furlough and pension. He expressed his preference for Europeans or Eurasians as Superintendents and as Postmasters of large Head offices where they would have to deal with a large European community; but he considered that Natives and Eurasians are best suited for the charge of small Head offices and clerkships. He also was of opinion that Natives only should be appointed Inspectors, but that they should be employed in Districts at a distance from their birth-places. Among Natives he regarded Hindus as the best Postmasters, because they are more patient, better educated, and had greater aptitude for business than such Mahomedans as are obtainable. He entertained the same opinion, though in less degree, as to the class of Natives best qualified for head clerkships in Head offices and for Sub-Postmasterships, but he added that he considered Mahomedans much superior to Hindus as Overseers of runner lines. He would exclude Hindus, with a few exceptions, from employment in a Post Office attached to a Field Force as their caste prejudices would interfere with the efficient discharge of their duties.

Mr. F. W. Tytler, Superintendent, is understood to advocate the division of the service into a superior and inferior service, and, while retaining the existing system of recruitment for the inferior grades, to recommend the appointment of probationers for the Superintendents' and higher grades; he expressed himself dissatisfied with the system of promotion in Circles, and gave instances to show that, owing to the practice of transferring Superintendents, officers might be deprived of the promotion to which the Circle system entitles them. He asserted that while Natives almost without exception are averse to leave the Province, and some even the District to which they belonged, and while Eurasians, though willing to work anywhere, prefer to serve in the Province in which they have been brought up, Europeans are willing to work in any part of India, though they naturally often prefer one part of the country to another.

He desired that the grades of Superintendents should be kept distinct from those of Postmasters; that Superintendents should be gazetted and placed on the same footing in regard to emoluments and pay and promotion as the superior officers of the Police, Opium, and other Departments in which the Uncovenanted Service is employed. To improve the position of Superintendents he recommended that there should be two grades, the lower with salaries of ₹250—500, the higher with salaries of ₹500—700. To meet the increased charge he suggested that a Superintendent's Division should extend over four instead of three districts, all Postmasters whose salaries did not exceed ₹15 being placed more immediately under Inspectors; that the grade of Deputy Postmaster General should be abolished, their Circles being brought under the control of the existing Postmasters General, and that the salaries of the last-mentioned officers should be reduced to ₹1,000, so that their appointments should be available as rewards for the senior and deserving Superintendents and might not attract Covenanted officers. He considered that Native Superintendents might fairly be remunerated with

lower salaries than European Superintendents for the same reasons as had suggested the introduction of the two-thirds rule in the Executive and Judicial services.

He thought Europeans as a class superior to Natives as Superintendents, as he had found the latter hampered by their caste and religious prejudices, though he admitted that he had known exceptions. While preferring Europeans as Postmasters of the larger offices, he considered Natives equal to Europeans as Postmasters and would employ Natives solely in the charge of smaller offices and as Inspectors.

Lala Parbat Singh, Postmaster of Mirzapur, considered that Postmasters and Superintendents should be placed on an equal footing in respect of promotion, and that promotion should be made from a general list and not in Circles.

He proposed the following radical change of system: that Superintendents should be abolished and their functions made over to the Postmasters of Head offices; that Inspectors should be attached to Head offices and placed under the Postmasters; that the Postmasters of Head offices should make an annual inspection in the cold weather of the Sub-Post Offices in their Districts; and that the saving in travelling allowances thus effected should be employed in increasing the numbers and pay of the clerical establishment; that the duties of the Postmaster and Deputy Postmaster, when both were at head-quarters, should be so arranged as to allow to both some hours of leisure; that Post Offices should be closed on gazetted and local holidays to the same extent as they are on Sundays, and that with a very few exceptions no persons other than Natives should be appointed Postmasters. He complained of the constant changes of rules and circular orders. He urged that in consequence of the greater responsibility and additional duties imposed on Postmasters the salaries of these officers should be increased to a minimum of ₹100, and that greater uniformity should be introduced in the position of officers and in the strength of their establishments. He asserted that Postmasters of the 1st class in minor Circles, who are entitled to correspond directly with the Provincial head of the Department and are under no control, receive in some cases more pay than Postmasters of the 2nd class in the larger Circles; and that, on the other hand, in the larger Circles old and experienced Postmasters are sometimes placed under Superintendents, who receive less pay than they receive, and are their juniors in the service and inferior to them in experience.

He insisted that only officers of the Department should be eligible for appointment as Postmasters General; that all appointments of Postmasters to posts carrying salaries of ₹200 should be subject to the approval of the Government of India; that all persons appointed to the Department should be compelled to pass the departmental test prior to appointment and to possess a knowledge of English and of one or two vernaculars, and that the strength of the clerical establishment should be increased and a reserve staff of clerks maintained so as to avoid the irregularities due to want of experience.

Mr. Charde, Postmaster of Meerut, advocated a regular system of promotion to secure the advancement of men of long standing, approved service, and undoubted merit. He considered that promotion neither in the Circle nor in the Department should be adopted as a universal rule, but that promotion to all appointments carrying salaries of less than ₹200 should be made in the Circle, and promotion to all posts carrying higher salaries in the Department. While he admitted the general dislike of Native employés to serve in other Circles than those in which their homes were situated, he expressed his belief that they would be induced to leave their Circles by the attraction of suitable promotion. He considered that Europeans, Eurasians, Kayesths, and educated Mahomedans are all capable of rendering efficient service in the Department, but that local circumstances should be kept in view in selecting officers from these classes.

Mr. T. Corbett, Postmaster of Náini Tál, stated that in his opinion the present system of recruiting the Department admitted of reform, and that a step in the right direction had been taken in the North-West Provinces by the appointment of men possessed of educational qualifications in the Post Offices at large stations. By this system Mr. Corbett pointed out that the Head of the Circle provided himself with a supply of intelligent and educated men who would be at hand in cases of emergency. He would not, however, make the possession of high educational certificates an indispensable qualification for employment. He considered that they should be dispensed with to meet local circumstances or to reward specially deserving men. In support of these exceptions he mentioned, as the result of his experience during some years' tenure of a hill appointment, that men from the plains fail when they are promoted to appointments in a hill climate, that the cold affects their health, that they complain of the expense, and becoming dissatisfied cease to take an interest in their work; but that, on the other hand, education among the hillmen is less advanced, and it is difficult to get men who have passed educational tests to enter the Department on the low salaries offered in the Post Office. He also mentioned that he had met many thoroughly efficient officers who had not passed such tests, and he instanced two men then employed in his office who, in difficult circumstances, had shown themselves thoroughly equal to emergencies. He advocated promotion in the Department rather than in the Circle, because he considered that the latter system led to the supersession of worthy senior officers by junior men. At the same time he admitted that Natives of the North-West Provinces had "a most ineradicable aversion" to leave their homes and go to other Circles. He recommended that all officers of the Department drawing salaries of ₹200 and upwards should be gazetted to put them on the same

footing as officers enjoying similar pay in other Departments; and he urged that service should count for pension from the date of appointment irrespective of age. While desirous of avoiding race considerations as invidious, and stating that his experience was confined to the North-West Provinces, Mr. Corbett gave it as his opinion that Europeans, including in that term domiciled Europeans, are more energetic and generally better educated than Natives, and that their fondness for and indulgence in sports and exercises involving danger make them self-reliant, ready for emergencies, generally able to ride well, and inured to hardships; that on the other hand Natives, owing to their sedentary habits, prefer a life of less hardship and would forfeit promotion rather than accept a post which involved constant travel and change of residence. He gave it as his opinion that a system of competitive examination fairly and impartially carried out is the best method of testing the capacity of candidates for employment in the higher grades.

Notes have been received from Mr. W. J. Ham, Assistant Director General, Mr. Bishen Chandra Dutt, Deputy Postmaster General of Behar, Mr. R. Rose, Deputy Postmaster General of Oudh, Mr. J. Roussac, Deputy Postmaster General of Rájputána, and Mr. J. Short, Deputy Postmaster General of Central India, urging the claims of Uncovenanted officers of the Department to the posts of Deputy Director General and Postmaster General. Mr. Roussac and Mr. Rose suggest that at least three out of these six appointments should be reserved for departmental officers: the other gentlemen are understood to advocate that on the occasion of every vacancy the claims of officers in the service should be considered before the appointment is conferred on a Covenanted Civilian or any other outsider. It is fair to observe that the officers who have submitted these notes have had considerable experience of the work of the Department. Mr. Bishen Chandra Dutt and Mr. Roussac have both been members of the service for about thirty years. Mr. Roussac held for five years the office of Chief Inspector in the Assam Circle, for nearly seven years the office of Deputy Postmaster General of Behar, a Circle with upwards of 500 Post Offices, and is now Deputy Postmaster General of the Rajputána Circle, where great tact is necessary in dealing with the Darbárs and officials of Native States. As the arguments used by these gentlemen are substantially the same, it will be convenient to state them collectively. With regard to the appointment of Deputy Director General they point out that the two immediate predecessors of the officer who now holds the substantive appointment, and the officer who is now officiating in the office, were appointed from the ranks of the service; that the offices of Postmaster General have, from the time of their creation, been chiefly held by Uncovenanted and Military officers; that the Postmaster Generalship of the North-West Provinces was held from 1869 to the commencement of the present year (with the exception of eight months in 1874) uninterruptedly by Uncovenanted officers, and that the Punjab Circle has (with the exception of a period of five months) been since 1865 continuously administered by a Military officer; and they argue from these facts that the appointment of a Covenanted Civilian to the charge of a Circle is unnecessary, and that qualified officers can be found in the Department. They also argue that, inasmuch as Uncovenanted officers discharged the duties of Postmaster General satisfactorily when the organization of the Department was incomplete, and the introduction of new classes of business necessitated originality of thought and action, they must be qualified to fill these appointments with at least equal if not greater efficiency, now that the Department has been thoroughly organized and its operations are governed by rules with which practical experience has rendered them familiar.

In further proof of the qualifications of Uncovenanted officers for the charge of the larger Circles, they rely on the circumstance that the charge of minor Circles has uniformly been held by them, and that in the greater number of the minor Circles the duties devolving on Deputy Postmasters General are identical with those which are discharged by Postmasters General; and they affirmed that the only difference in the charge is that in a larger Circle the number of Post Offices is greater and the Postmaster General has a Personal Assistant and a larger staff of officers to assist him.

They appeal to the experience of the Director General to decide whether Uncovenanted officers in charge of Circles have shown themselves wanting in administrative ability or a sufficient knowledge of law. While admitting the desirability of the possession of those qualities for which Covenanted Civilians are as a class distinguished, they maintain that well-known instances support the assertion that men can be found in the Uncovenanted Service who, in respect of these qualities, compare not unfavorably with Covenanted Civilians.

To meet the objection that Covenanted Civilians from their position enjoy greater influence and command greater respect, they assert that there are in the Department men who are not dependent for their social position on their official *status*, and that the Director General would be careful to select for these appointments only such officers as from their education and character would be likely to command respect.

In reply to the special reasons adduced by Mr. Badshah for the appointment of the Covenanted Civilians, they allege that in the Presidency Town the officer who is brought into closest contact with the European community is the Presidency Postmaster rather than the Postmaster General, and that from their habits of discipline Military officers would not be prone to set at nought the authority of the local head of the Postal Department, who, moreover, in all important cases would only carry out the orders transmitted to him by the Director General.

They maintain that the reasons for selecting Postmasters General from the Department

are more cogent than those which are advanced for the introduction of outsiders. They point out that the Manual of Rules is the compilation of officers who have had experience in the Department, and that without a knowledge of those rules and a practical acquaintance with the working of the Department a Postmaster General must rely to a great extent on his subordinates. They argue that for the conduct of commercial undertakings, which the operations of the Post Office have been declared to resemble, the selection is made of men who have been educated to the business. They assert that Uncovenanted officers as Heads of Circles have shown that they possess a sufficient acquaintance with law and procedure, and that both Covenanted and Uncovenanted officers have a right to resort, and do resort, to the legal advisers of Government in case of extraordinary difficulty; while all legal documents, when special forms are necessary, are prepared under the direction of and issued by the Director General. As to the objection arising from the personal connections, which an officer of the Department may have formed in the course of his service, they point out that it by no means necessarily follows that he would be employed in the Circle to which he belongs, and that the knowledge which an officer would have acquired of the character of his colleagues and subordinates would enable him to recommend or appoint to vacant offices the persons best qualified to fill them and to secure due consideration for meritorious service: whereas in these respects an officer brought into the Department would be at a disadvantage. They assert that Postmaster Generalships are not sufficient prizes to attract to the service Covenanted Civilians of mature experience, or to retain in it such officers when their abilities entitle them to aspire to the higher prizes in the Covenanted Service; that, on the other hand, the smallness of the salaries enjoyed by the higher Uncovenanted officers of the Department, as compared with the salaries paid to officers of a similar class in other Departments whose duties are not so responsible, and the consequent paucity of maximum pensions attainable by officers in the Department must prejudice the recruitment of the Department, and that the concession of these appointments to Uncovenanted officers, whether Native or European, would to a certain extent remedy the inequality and would certainly operate as a stimulus to deserving officers to maintain the efficiency of the Department, which, owing mainly to their efforts in the past, has secured the confidence of the public.

Subsequently to the closing of the evidence notes to the same effect were received from Mr. Barton Groves, late Acting Deputy Postmaster General of Burma, and Rai Bahadur Ram Autar Singh, Superintendent of Sorting in the Railway Mail Service.

It should be further mentioned that Mr. Rose urges that the salary of the Deputy Postmasters General in the minor Circles should be raised to ₹1,000, to place them on a more equal footing with officers holding similar appointments in other Departments, and advocates the introduction of graded pensions for officers who have completed 15 years' service.

Mr. A. U. Fanshawe, C.S., who has held the appointment of Postmaster General of Bombay for six years, has recorded his views on several important questions connected with the constitution of the Department, and has prepared an exhaustive summary showing the classes who are employed in the Postal Service in the Bombay Circle.

Mr. Fanshawe is of opinion that the office of Postmaster General should ordinarily be held by a Covenanted Civilian, not only because in the administration of his Circle great independence and authority are permitted to him, but because of the special nature of many of the duties which he is called upon to perform. He points out that in the Bombay Circle there are no less than 6,404 subordinates, of whom more than 4,000 are entitled to pensions:—

Superintendents	16
Inspectors	19
Disbursing Postmasters	26
Postmasters	596
Other Agents	574
Clerks	654
Postmen	2,042
Overseers	73
Mail Runners, Mail Peons, &c.	2,079
Packers and other miscellaneous servants	325
	6,404

and that with so large a body of subordinates there are and must be numerous cases arising out of departmental offences, appeals regarding promotions, dismissals, and the like, and pension cases especially difficult to deal with, owing to the absence of records, in all of which the power of dealing with evidence is daily called into requisition. He shows that the transactions of the Post Office continually give rise to questions requiring for their solution some knowledge of law. The Postmaster General has, for instance, to determine whether there are grounds for a criminal prosecution, or what action should be taken when fraud is committed or attempted by persons who belong to or have dealings with the Department. Since the 1st May 1883 the District Savings Banks in the Bombay Circle have been amalgamated with the Post Office Savings Banks, and at the present time there are 49,606 accounts open in that Circle. When a depositor dies, leaving a balance in the Savings Bank of less than ₹1,000, the Postmaster General has to decide on a summary inquiry who is entitled to withdraw it. He has also to determine who, as guardian, is entitled to operate on a minor's account. In such cases, which are now, Mr. Fanshawe states, of daily occurrence, he has not the assistance of reports from officers who are more or less conversant with the law, but has to rely for information on Postmasters who have frequently little knowledge of the rules of inheritance and guardianship and are ignorant as to what facts are material. Again, there is an unwritten code of postal practice which a Postmaster General must apply in disposing of complaints and representations from mercantile bodies and other members of the public. It is also essential in Mr. Fanshawe's opinion that references from the Local Government should be dealt with by an officer who is able to speak with authority by reason of his familiarity with administration in

other Departments. Postal interests, he observes, whether in matters financial or more purely departmental, do not necessarily coincide with the interests and views of the executive authorities. He notices, moreover, that there are several branches of work which are peculiar to the Bombay Circle, that the British Indian Post Offices at Zanzibar, on the Somali Coast and in the Persian Gulf and Turkish Arabia, are under the control of the Postmaster General of Bombay, and that delicate questions of a semi-political character are constantly arising in connection with them. For the efficient discharge of such duties he regards a Covenanted Civilian as specially qualified by education and training. While admitting the excellent work of the Post Office he considers it eminently a Department of routine and therefore benefited by the introduction of fresh life, energy and thoroughness, and he believes that the necessary impulse can be best communicated by the personal example of the head of the Circle. He considers it a distinct advantage to the Post Office, and an advantage largely recognized among the officers of the Department, that Postmasters General should have had no antecedent connection with the Post Office and should be free from the personal interests and associations which almost necessarily attach to an officer who has passed the whole of his service in a special Department. At the same time he is prepared to admit that whenever a really fit man can be found in the Department he should be eligible for the appointment and should be appointed. He observes that the Post Office is now officered, at any rate in Bombay, almost entirely by Natives of India, and that although a certain proportion of Europeans will have to be maintainted, the Department will in the main continue to be worked by Native agency. He states that he knows Native Superintendents who, for capacity in work and accepting responsibility, are fit for the appointment of Deputy Postmaster General, and that if a Native of India proved himself a really efficient administrator in that office, he would consider him certainly eligible for a Postmaster-Generalship. But at the same time he insists that there must be no minimizing of the duties and responsibilities of a Postmaster General to justify the appointment of a Native, for he expresses himself confidently that the Postmaster General is the one man in the Presidency or Province who can make the administration of the Post Office thorough and efficient. He is compelled to allude to one consideration which has been constantly forced upon him during his service as Postmaster General, that as yet the various classes of Natives in India have no confidence in each other as impartial distributors of patronage and promotion. In selecting candidates for employment he considers it natural that Superintendents and Postmasters should be inclined to prefer their own fellow castemen, inasmuch as they would necessarily have better opportunities of knowing their character and circumstances, and would probably be more able to guarantee their honesty, a point which he regards as of obviously the first importance even in the case of the smallest appointments in the Post Office. As to promotions he mentions that in his Circle it is required that every case should be reported to the Postmaster General even in the grades to which Superintendents have power to make appointments, and that reasons should be given whenever a man is passed over, but that, nevertheless, representations are constantly made to him imputing to the Superintendent or the Postmaster caste or race prejudice. He feels bound to add that on the whole his experience has been entirely in favor of the impartiality of the Postal Superintendents. He states that he is inclined to think that we have not yet reached a stage at which Natives of India will be satisfied with anything but the final arbitrament of an English official on personal matters of promotion, dismissal and the like. If it were necessary that the ultimate decision should be transferred to the Director General in all those cases in which, at present, the Postmaster General is practically the final authority, the position of the Postmaster General would, he considers, be impaired, and consequently he is convinced that the want of confidence to which he alludes would inevitably be a source of weakness to the administration by a Native of India of any large Circle.

Mr. Fanshawe deems it necessary that a Superintendent should be a man of good education and some position and character, having regard to the importance of the duties of the office which have been materially increased with the expansion of the Department and to the large area of his direct charge which generally comprises two Districts. He observes that although postal communications have to a certain extent become simplified by the extension of railways, in some Divisions the maintenance of postal lines and the provision of funds in connection, the money order system and saving banks create constant difficulty. He mentions that within the limits of their charges Superintendents must correspond directly with District Officers, and frequently are brought into close relations with the officials of Native States, while everywhere in the Presidency they are in frequent communication with Educational Inspectors and Sub-Inspectors in reference to large numbers of Post Offices now under the charge of schoolmasters. Moreover, he states that the personal exertions of the Superintendents are necessary for informing the rural public of the advantages offered them in the branches of business newly undertaken by the Department, and that with the extension of its transactions there is necessarily an increase in the number of complaints and inquiries, of which it devolves on the Superintendents to dispose and in which they are required to make investigations, to weigh evidence, to prepare cases for magisterial inquiry, and in some instances to conduct prosecutions. Mr. Fanshawe states that at present these duties are being efficiently discharged in the Bombay Circle by Natives of India—Brahman, Parbhu, and Parsi—who are equal to the best Postal Superintendents in India, and that so far as the ordinary postal administration of his Circle is concerned, European agency in the Superintendents' grade is not required. But he adds that demands from outside render it necessary that there should be some European Superintendents, that the Postmaster General of Bombay has within recent years been twice called upon to organize a field post to accompany an Indian contingent to Egypt and once for service in Afghanistan, and that in such cases it is for obvious reasons necessary that the Superintendent or Chief Superintendent in charge of postal arrangements in the field should be an English gentleman. He is also of opinion that now that Beluchistan has been added to the Sind Circle, military and political considerations render it expedient that the Deputy Postmaster General

in that Province should always be a European, although in the past two Native Superintendents of the Bombay Circle have either held for a short time or been offered that appointment. He is also of opinion that in some other parts of India, such as Assam, it is absolutely necessary that the supervising agency should be European.

Mr. Fanshawe mentions that before 1884 appointments to the grade of Superintendent were made from probationers who in this Circle were selected from officers of the Department on account of presumed fitness, and who were then brought into the office of the Postmaster General for training. In other Circles men of good education were occasionally brought into the Department as probationers. In 1884 this system was abandoned and it was ordered that the Postmasters General should select Superintendents from officers who, with his permission, had presented themselves for, and had passed, a prescribed examination in postal procedure and accounts. Mr. Fanshawe states that many of the senior officials who have gone through the several grades of clerks and Postmasters, though excellent servants, are, from want of activity and from their imperfect education, quite unfit to be Superintendents, and that, on the other hand, men of good education can readily acquire even the detailed knowledge of postal work required of a Superintendent, and that a long training in a subordinate grade is not essential.

The necessity for resorting to the Department itself for Superintendents has, in Mr. Fanshawe's opinion, a material bearing on the question as to the practice to be adopted in making appointments to the lower grades. He observed that the majority of Postal officers entered the Department on salaries of less than ₹30, and that in the Bombay Presidency it had been a standing rule that only persons who had passed the matriculation examination should be admitted, but that in some Divisions, notably Kathiawar and Kanara, the rule had not been enforced, and that in all Divisions it could be set aside on proof that the candidate had a competent knowledge of English and was in other respects qualified. A knowledge of English, he considers, is growing more essential even in the lowest grades, and while matriculation affords some proof that a candidate knows English, the rule acts as a check upon the propensity of some officials to appoint men of their own caste. But Mr. Fanshawe mentions that although the majority of Post Office servants enter in the lowest grade, recruiting to some extent goes on in all grades, that occasionally candidates of rather better social position and higher educational qualifications are appointed by the Postmaster General directly to posts carrying salaries of ₹40 or ₹50, and that occasionally also men have been transferred from other Departments of the Government. He states that of the present Superintendents seven have thus risen from almost the lowest grades; that two of them, a Eurasian and a European, entered the service on a salary of ₹40 and four others, Natives of India, on salaries ranging from ₹15 to ₹25; that of the other Superintendents, one, a European, was transferred from the Army Medical Department to a Postmastership on ₹150, while the rest on first appointment to the service received fairly substantial pay. He mentions that a certain number of fairly well educated young men have been recruited of late years, that a graduate has recently been appointed to his office as a clerk on ₹40 and that another is employed on the same pay in the Bombay General Post Office, but that the number of graduates obtained by the Department in the Circle is small.

With regard to the suggestion that in order to attract Natives of India qualified to rise through the grades of Superintendents to the higher offices, a superior postal service should be constituted, beginning with appointments carrying salaries of ₹100, Mr. Fanshawe is of opinion that it is not required to give Natives their full share in such appointments, and that it could not be carried out without affecting prejudicially the best interests of the whole Department. He considers that it would be neither reasonable nor just to make a sharp line of distinction between the Postmasters' grades and the supervising officers' grades, while it would be absolutely fatal to the efficiency of the Department to debar altogether from the Superintendents' grade the great majority of officers already in the Post Office, and he observes that many of these officers are now fairly educated and of the same position in life as those who would be introduced in the superior service, and that some of them would undoubtedly be found well qualified for the work of Superintendent. Regarding promotion in the Circle as necessary, he observes that vacancies in the Superintendents' grade are few and far-between, and that therefore there would be little opportunity for establishing a regular system of recruiting men of a higher education at once for the supervising grades. At the same time he admits that under the present conditions of employment the best educated class of Natives are not obtained in the Bombay Circle, and he recognizes that a better educated class must take the place of the old order of Superintendents, whether Native or European. He is consequently of opinion that in the future a larger proportion of men must be appointed directly to places of ₹50 or more, but that this need not necessarily exclude the promotion of qualified men who have joined the service on smaller salaries.

With regard to the employment of Eurasians, he notices that there are at present but few in the Bombay Circle. He infers from the small number of applications received that the work is not congenial to them, while their inability to read the vernacular languages of India prevents their employment in offices in the interior. He adds, however, that they have been employed to some extent in the Sea Post Office between Bombay and Suez and have done well as Sorters dealing with English letters. In reference to an application made to him by the President of the Eurasian and Anglo-Indian Association of Western India in 1885 to provide employment in the Post Office for respectable Eurasian and European young women, Mr. Fanshawe states that he replied that there were practical difficulties which could not be at present surmounted, that at small offices it was absolutely necessary that the persons in charge should be able to read the vernaculars, which the class on whose behalf the application was made was unable to do, and that in larger offices where the sub-division of labor made it possible

to provide Europeans and Eurasians with work to be done entirely in English, the Council of the Association had in its application admitted that women could not be suitably employed. Mr. Fanshawe also states that, in answer to a further inquiry from the same Association as to the extent of knowledge of the vernacular required in the Post Office, he had replied that what was necessary was the power of reading readily addresses which were frequently written in very bad handwriting in the vernacular language of the district, and that even Eurasian clerks, who could speak the vernacular as fluently as Natives, never seemed able to acquire that power, but that the ability of applicants for employment could always be easily tested.

With reference to the distribution of appointments in the Post Office among the various classes who seek employment in that Department, Mr. Fanshawe mentions that the general rule prohibiting the employment of Europeans has been declared inapplicable to the appointments of Mail officers of the Sea Post Office on the Bombay and Suez line, to the Aden Post Office and to the Superintendent of Post Offices in the Persian Gulf and Turkish Arabia.

The number of Superintendents in the three Postal Circles of Bombay, Sind and the Central Province is twenty-four. Of these, twelve are Natives, nine are Statutory Natives, and three are Europeans. Of the three Europeans, one holds the appointment of Superintendent in the Persian Gulf, to which the rule of 1879 is inapplicable, and the other two were appointed before the rule came into force. Of nine Postmasters in the three Circles, whose pay amounts to ₹200 and upwards, four are Natives, four are Statutory Natives, and one is a European. The Postmastership at Aden, which is included in this class, is at present held by one of the Mail officers who is a Statutory Native of India. Of eleven appointments carrying salaries ranging from ₹150 to ₹1,000, six are held by Natives, four by Statutory Natives, and one (the Presidency Postmastership) by a European. Of the fifteen Superintendents in the Bombay Circle, excluding the appointment in the Persian Gulf, five are Parsis, four are Bráhmans, one is a Parbhu, and one is a Bania; and of the four Europeans, three are, as has been stated, Statutory Natives of India. Excluding the Presidency Office, Bombay, and the Aden Post Office, there are ten offices, of which the Postmaster receives a salary of ₹100 and upwards; one of these appointments is held by a domiciled European, three by Bráhmans, two by Parsis, one by a Shenvi, one by a Kásár, one by a Káyast, and one by a Telanghi. Of thirty-nine Inspectors and others in the Bombay Circle who draw rates of pay from ₹80 to ₹100, seventeen are Bráhmans, one is a Támboli, thirteen are Parsis, two are Márathás, two are Mahomedans, two are Native Christians, one is a Simpi, and one is a Bania. Of eighty-four officers, Sub-Postmasters and clerks who draw more than ₹40 and less than ₹80, thirty-nine are Bráhmans, ten are Parsis, nine are Banias, eight are Shenvis, five are Mahomedans, three are Nátive Christians, and the rest are Hindus of various sects.

Mr. Fanshawe points out that outside the Bombay General Post Office the European or Eurasian agency is very small indeed, that among the Superintendents and well-paid Postmasters there are five, all of whom, with one exception, are Statutory Natives of India, and that among the groups below them there is absolutely not a single European. He mentions that although in the past some of the best Superintendents have been obtained from the office of the Postmaster General, there is at the present time not a single European or Eurasian in that office.

Mr. Fanshawe forwarded to the Sub-Committee an extract from a letter addressed to him by Mr. R. M. Bápat, who had been invited to give evidence at the request of the Sárvajanik Sabha, but was unable to attend. It may be mentioned that the Mail officers of the Sea Post line between Bombay and Suez are graded with Superintendents, and when transferred to shore appointments, receive posts reserved for Superintendents in the Bombay Circle. This practice renders promotion to the Superintendents' grade in the Bombay Circle exceptionally slow, and Mr. Bápat suggests it should be made applicable to the present Mail officers only and not to those appointed hereafter, or at least that the rule should be modified.

Mr. C. A. Stuart, Presidency Postmaster, stated that he had been born and educated in India, though his parents were not domiciled here, and had been employed in the office of the Private Secretary to the Governor of Madras, when he was appointed to the Postmastership of Bangalore as it was considered necessary that the Postmaster in that station should have a knowledge of English; that he was subsequently appointed an Inspector of Post Offices, an office analogous to that of Superintendent at the present time; that he was next appointed Presidency Postmaster of Madras, and subsequently transferred in the same capacity to Bombay. He informed the Sub-Committee that the Bombay General Post Office, as regarded appointments and promotions, is distinct from the rest of the Circle, but that on occasions officials are transferred to the General Post Office to hold special appointments, and that in some cases deserving and qualified clerks have been promoted from it to the grade of Superintendents. Of three Superintendents thus appointed, he added that two who had received their promotion in other Circles were Eurasians who had been sent as clerks with the Field Post Office in Afghanistan and had received their promotion for good service. He stated that the establishment of the General Post Office consisted of 119 clerks, of whom six are domiciled Europeans and Eurasians, thirty-six Goanese and Native Christians, nineteen Parsis, ninety Bráhmans, eight Parbhus, thirteen Mahomedans, and fifty-seven other Natives. He mentioned that the system of recruiting clerks is to appoint men as probationers, and after a period of training to transfer them to the lowest grade of the regular establishment as vacancies occur, and that preference is, as a rule, given to candidates who have passed either the Public Service or matriculation test; that there are four Head Clerks and four Joint Head Clerks, the salaries of the former ranging from ₹90 to ₹250, and of the latter from ₹100 to ₹140; that six of the Head Clerks and two of the Joint Head Clerks are Natives; that there are four Inspectors with salaries of ₹90 to ₹100, all of whom are Natives; that Natives are generally found competent to hold the Head Clerkships and are specially fitted for these posts by their habits

of steady application and sustained attention to duty, while for the Inspectorships, Natives are indispensable, as the duties of an Inspector lead him into constant personal communication with the different classes of the Native population. He also stated that the Sea Postal Service maintained between Bombay and Suez is under his immediate control; that the establishment consists of six Mail officers, Europeans, and twelve Sorters, of whom two are Europeans, six are Eurasians, and four are Portuguese; that promotion to appointments in the General Post Office is open to officers of the Sea Postal Service; that for quiet behaviour and steady work Eurasians and Portuguese are the best Sea Sorters, and that Natives have never volunteered for that service. He also stated that another Sea Postal Service, consisting of three Sorters, is maintained under his management between Bombay and Karachi, and that on this short sea line Natives, Parsis, are employed with fair success. He asserted that in the Bombay Post Office the best qualified persons are chosen without reference to nationality or race. Mr. Stuart thought that promotions to the upper grades of the Department would be made more advantageously from a general list rather than by Circles, and to the objection that there might be a difficulty owing to the difference of language in the different Circles, he replied that he considered that a knowledge of the vernacular is not absolutely necessary for a Superintendent, though it is desirable that he should possess it. He also thought that no obstacle to promotion from an Imperial list would be created by the disinclination of Natives to leave their own Circle, and that promotion could be fairly distributed by the Director General assisted by confidential reports from the heads of Circles. He expressed himself opposed to a division of the service into higher and lower grades and to the direct recruitment of young men for the higher grades, while there are men in the lower grades qualified to hold the higher posts, and he considered this expectation of promotion essential to attract respectable and trustworthy men to the service. He stated that when acting as Postmaster General he had had opportunities of observing the work of Native Superintendents, and that he considered it as good as that of European Superintendents. He mentioned that although the business of the Department and consequently the responsibilities of Postal officers had increased, their salaries had not been augumented, that security was taken from the Treasurer and the Shroff and also from Postmen, but that there had been such exceptional honesty and integrity among the staff of the establishment that it had not been found necessary to take security from any other officers. He stated that in his opinion men who entered the Department on salaries of R15 might be qualified after experience to become Superintendents, and that men of some education, such as matriculates, are willing to enter his office as probationers on that salary. In answer to questions put by Mr. Fanshawe, Mr. Stuart admitted that there are duties to be discharged by Superintendents which could not be performed without a knowledge of the vernacular, he stated that there had been no instance of serious fraud in the Bombay office during the twenty-three years in which he had had charge of that office, that including Native Christians and Portuguese all the Head Clerks are and have been Natives with a few exceptions, and that the only fault he found with Natives was that in times of pressure or emergency they show a want of energy and resource and are to some extent wanting in power to control their subordinates.

Mr. James Cornwall, Deputy Postmaster General of Sind, entered the Department in 1873 as a probationer in the Sea Postal Service, but shortly afterwards joined the Railway Mail Service, and having served for four years in that branch was promoted to the Superintendents' grade and appointed Personal Assistant to the Postmaster General. He was afterwards transferred to a similar appointment in Bengal. He had officiated as head of a Circle in Sind and Assam, and also had been deputed on foreign service in connection with field postal work. He considered that the Head Mail officer in the Sea Postal Service should be European, but that it is not necessary that the Assistants should be Europeans. He stated that from October 1878 to April 1880 he had been in charge of the field postal arrangements in Southern Afghanistan and from August to October 1882 of the field postal arrangements in Egypt; that the staff of Postmasters and clerks with the Southern Afghanistan Field Force consisted of two Statutory Natives, five Hindus, three Mahomedans, and four Parsis; and the staff of Postmasters and clerks with the Egyptian Field Force consisted of one Statutory Native, one Hindu, two Mahomedans, one Parsi, and one Native Christian. He testified that these subordinates worked equally well, but he considered that men from the Punjab are better fitted to withstand the extreme cold of Afghanistan. He described his duties in the field as consisting of the control of a mixed establishment and constant intercourse with the Army staff and Political authorities. He regarded it as of the first importance that the head of the Field Postal Department should maintain cordial relations with the Army staff and be able to hold his own with the heads of other Departments in the field. He observed that it is essential that he should obtain early information of intended movements so as to be able to make the necessary arrangements for maintaining communications and for establishing Post Offices, and he stated that in very many instances personal influence had to be brought to bear to obtain the necessary information or to secure the required transport. He pointed out that the Field Postal Department is almost the only Civil Department accompanying troops in the field, and that on many occasions, owing to stress of circumstances, it would be expected to shift for itself. In view of the difficulties he had experienced, he had proposed that a Field Post Office should be constituted on a somewhat similar system to that of the English Army Postal Corps of which the officers received temporary rank as Lieutenants, Captains, &c., according to their grade, and he observed that the expediency of this course had been recognized in the Telegraph Department, and that temporary rank was in future to be accorded to officers of that Department proceeding on field service. He gave it as his opinion that the head of a Field Postal Department should be a European and socially qualified to mix with officers of the army generally. Among other duties which had fallen to him in the field was that of appointing, in communication with

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Commanding Officers, British and Native soldier-clerks to act as postal clerks with the outlying brigades or regiments; that while on the march from Sukkur to Kandahar he and his staff were frequently on the move from before daylight to 1 or 2 o'clock in the afternoon, and that as soon as the camp was pitched the Field Post Office would be opened and mails received or despatched. He also mentioned that while in Egypt he had frequently to conduct business with the Canal authorities and officials of the Egyptian Postal administration, and had found a colloquial knowledge of French very needful. Having regard to the energy and resource necessary for the performance of the duties he had mentioned, he considered that a Native of India is not qualified either to be the head of a Field Postal Service or a Superintendent in it. He gave it as his opinion that for the present the Superintendent in Beluchistan must be a European, not only on account of the trying climate, but also because of the difficulties of procuring accommodation when on tour. He pointed out that in that Division inspecting officers are in a great measure dependent on European officers for shelter and accommodation, and that as the Department had to look largely to the Engineering staff and to officers commanding military posts for the custody of cash collections and for the provision of Post Office accommodation, business is much facilitated when the Superintendent is a European who can hold free intercourse with the resident officials. On the other hand, he considered that a Native Superintendent could discharge the duties of that office in Sind, and he mentioned that a Parsi is now doing so. From his experience of Assam he was able to say that a Native Superintendent is unsuitable to that Province owing to the large number of resident European planters and the difficulty of procuring accommodation and means of transport without their assistance. Mr. Cornwall expressed himself in favor of promotion from a general list rather than by Circles. Though he admitted the difficulties that attached to the former system, he preferred the latter as affording a better opportunity to good men to come to the front. He expressed his concurrence in the opinion given by Mr. Fanshawe on the question as to the division of the service and the direct appointment of outsiders to the upper posts. At the same time he considered that occasionally it is desirable to introduce new blood into the Department. He admitted that there is force in the complaint that the grading of Mail officers with Superintendents interferes with the reasonable expectations of senior officers in the Circle, but he considered that Mail officers might be properly transferred to the Railway Mail Service. With regard to that service he was disposed to think that the Head Superintendent in each Circle should be a European, but he confessed that he was unable to say why a Native should not hold the post equally well. He stated he had heard no complaint that sufficient respect is not shown to Native officials by the servants of Railway Companies: and although it is natural that English Superintendents should know better how to deal with Railway officials, he thought it quite possible for a Native Superintendent to acquire the necessary tact and experience, and he testified that the Native Superintendents of whom he had had experience had always done their work exceedingly well.

In answer to Mr. Fanshawe, Mr. Cornwall stated that having been responsible for the Postal administration of Assam he would, speaking generally, prefer to have a European Superintendent there, because he would have to deal entirely with planters, and the Department was largely dependent upon planters for the maintenance of Post Offices and the provision of transport. He admitted that if promotion were regulated by an Imperial list, the Director General might have more hesitation than the Postmaster General of a Circle to give exceptional promotion to men of exceptional merit, and he stated he was aware that the Superintendents have been consulted and that the majority had declared themselves in favor of promotion by Circles. He attributed that result to the circumstance that the majority are Natives of India, who experience special hardships as compared with Europeans when they are transferred from one Province to another. Lastly, Mr. Cornwall brought to the notice of the Sub-Committee the claim of the Uncovenanted officers of the Department to promotion to the posts of Postmaster General. He argued that there are nine Deputy Postmasters General who perform on a smaller scale the same duties and exercise the same powers of patronage as a Postmaster General, and that the efficiency of the Department in every branch of its work is due as much to the services of the Uncovenanted heads of Circles as to those of the Covenanted officers in charge of these larger Circles; and he stated that he was not aware of any instance in which the Director General had found a Deputy Postmaster General wanting either in knowledge of law or in the efficiency of the general administration of his Circle. He pointed out that there are only two appointments in the Department open to Uncovenanted men of which the salary exceeds ₹1,000, and that one of them requires a special acquaintance with accounts. For these reasons he urged that three out of the six appointments usually held by Covenanted officers should be open to Uncovenanted officers, either European or Native, so that a direct incentive to good work might be held out to deserving officers in the superior grades.

Khán Bahádur Káwasji Jamsedji Lalkaka read a note on the constitution of the Post Office in the Bombay Circle. He gave it as his opinion that the Postmaster General must be a man of undoubted ability and strength of character, possessed of large powers of work, previous administrative training and some knowledge of law; that he must be able to hold his own with District Officers and with the Local Government, and to command the confidence and willing obedience of his subordinates, many of whom hold high positions. These qualifications are, he observed, as a general rule, found in members of the Covenanted Civil Service, and therefore he maintained that a member of that service should ordinarily be selected for the office of Postmaster General. At the same time he thought that the office should remain, as it was, open to the Uncovenanted Service, and that if a Native had as Deputy Postmaster General acquitted himself satisfactorily in administering a small Circle, or had as a Superintendent shown himself to be qualified for it, he should receive the appointment, the pay being regulated by the two-thirds rule. At the same time he desired it to be understood that he did not

suggest the appointment of an officer of merely average ability; for that no officer, who is not a really able head of a Circle, would satisfy Native Superintendents and officials of all classes in the Department. The selection of an officer with inadequate qualifications, with a view to give Natives a share in the higher appointments, would, he added, only lower the *status* of the Department and in the end injure the cause of Natives who constitute the large majority of the employés. He claimed that the appointments of Deputy Postmasters General afford a fair field for testing the capacity of Natives for the charge of larger Circles, and he allowed that the Bombay Circle had been fairly dealt with in this matter.

He considered that the rule that the appointment of Presidency Postmaster was open to a Native Superintendent or Postal officer of the rank of a Superintendent requires to be emphasized. He admitted that the appointment is a responsible one, but he maintained that a Native Superintendent who has successfully administered a Postal Division which ordinarily extends over two Revenue districts and in several instances includes Native States also, and contains from 100 to 150 Post Offices, is presumably equal to the duties of the Presidency Post Office. Although the control of the seven Mail officers on the Bombay-Suez line is attached to this post, and the officers are all Europeans, he believed that, inasmuch as only a man of exceptional abilities and character would be appointed, he would find no difficulty in working with a few European officers. He pointed out that this forms but a small fraction of the duties, and he asserted that some years ago a Native had acted successfully for several months in the appointment. He suggested that to train and test Natives for the higher appointment the office of Deputy Postmaster at Bombay should be freely conferred on Native Superintendents. He mentioned that by a departmental ruling this appointment is at present reserved for Mail officers who had no experience of Post Office work except on the sea line. He pointed out that the Deputy Postmaster would, when occasion arose, be appointed to act for the Postmaster and would thus establish a claim on the higher appointment to the exclusion of Native Superintendents who were his seniors in the service and in grade and had larger departmental knowledge and experience. He allowed that this ruling had been made on considerations of justice and without any intention that it should injure the interests of the Native Superintendents; but he insisted that it had this effect.

He admitted that Native claims had received full justice in the Bombay Circle in the promotion to Superintendentships, eleven out of sixteen appointments being held by them, while of five Europeans who had been in the Department, three had reached the grade before the rule restricting appointments to Natives was passed. He mentioned that with one exception all the Ntive Superintendents had entered the service on salaries varying from ₹10 to ₹50, and excellent as these officers had been pronounced by the Postmaster General to be, he expressed a confident opinion that a still superior class of Superintendents might be obtained, if Natives were allowed to begin their service on the same favorable terms as the exigencies of the service required to be offered to Europeans. He stated that in the Railway Mail Service a European is appointed with an initial salary of ₹100 and a daily allowance of ₹3, or of ₹200, with a daily allowance of ₹4, and in the Sea Post Office on a salary of ₹100, with free quarters at Bombay and free-messing on steamers, and at Alexandria, which are equivalent to another ₹100, while, with some exceptions, Natives, as a general rule, enter the service on salaries of ₹15 or 20. He showed by instances that the result of the admission of Europeans in a higher grade than Natives is that the latter reach the Superintendents' grade at a much earlier age than Natives, and that consequently it was natural to expect they would be their superiors in energy. While he did not advocate the general appointment of Natives outside the Department to posts of ₹100 or ₹200, as it would disappoint the reasonable expectations of the men who had consented to enter the service on lower rates of pay, he considered that the occasional appointment of educated Natives at once to posts carrying salaries of ₹50 to ₹100, and in the case of a very exceptional man of ₹200, would improve the tone of the service, inasmuch as the present conditions of service fail to attract Natives who have received a higher education. With regard to the Sea Postal Service, Mr. Lalkaka observed that though it is open to Natives, it is practically never officered by them, and that Europeans only are deemed qualified to hold the appointments because Mail officers have to deal with European passengers and P. & O. officers, and also with foreigners at Alexandria and Suez. Mr. Lalkaka asserted that the duties of a Mail officer are principally confined to sorting, and that the embarkation and landing of mails are regulated by rules, and carried out by the P. & O. Company, and that when the Mail officer desires to make special arrangements for the mails during periods of quarantine, he can obtain assistance from the British Packet Agent at Suez. He professed that he could see no reason why Natives should not perform these duties efficiently, especially if men of good address and manners are selected possibly from outside the Department. He admitted that the service might be distasteful to Natives, but he contended that they are nevertheless entitled to free admission to it if they desired it. But the main point to which he desired to call attention in reference to this service is the conditions under which members of the service are transferred to shore appointments. He admitted that it would be a hardship to debar them altogether from such appointments, but he objected to the ruling of the late Director General that because the Sea Post Office formed part of the Bombay Circle, officers in it should have a claim to appointment not only to the following four offices, *viz.*, the Deputy Postmastership, Bombay, the Assistant Postmastership, Bombay, the Managership of the Bombay Dead Letter Office, and the Postmastership at Aden, but also to Superintendentships in the Bombay Circle. He showed that by grading these officers with the Superintendents it might happen, and indeed had happened, that an officer from the Sea Postal Service would be promoted over the heads of several Superintendents, and that the promotion of officers in the Sea Postal Service itself might place them above their seniors in the shore service. In order to obviate these consequences to officers in the ordinary branch of the Bombay Postal Service, Mr.

Lalkaka proposed that the Mail officers should look for their promotion either to the Railway Mail Service, of which the duties were in many respects analogous to those they had already discharged, or that they should be transferred on shore not to the Bombay Circle alone but to all the Circles of India in turn, inasmuch as the Sea Post Office was maintained not in the interests of Bombay only but in the interests of the whole of India. He mentioned that in 1871 the Director General had, in answer to a claim made by a Mail officer to an office on shore, pointed out that on the original establishment of the service he had impressed upon the members of it that they could not claim transfer to a shore appointment as a right, that as they were paid exceptionally large salaries for work of a peculiar description it was inconvenient that the Department should lose the benefit of their experience, and that the transfer of Sea Postal officers to the ordinary line would be very rare and made only under exceptional circumstances. Mr. Lalkaka observed that the restriction thus indicated had not been observed, and that although it had been again imposed on all officers who had joined the sea service after 1880, it could hardly be maintained, because it would be unreasonable to confine these officers to employment at sea during the whole of their service.

Mr. Lalkaka also read to the Sub-Committee an interesting note showing to what extent Native Postal officers had been employed for services in the field.

In 1878, when a Post Office was sent with the troops to Malta, a Parsi and a Mahomedan formed part of the staff.

In 1879 four Parsis and a Eurasian were sent with a Post Office to Beluchistan.

In 1880 a Jew, a Parsi, three Goanese or Native Christians, and three Hindus were deputed on postal service to Kandahar. Some of these perished at sea in the wreck of the *Vingorla*. On the same service a Parsi, three Mahomedans and two Hindus were subsequently employed.

In 1882 a postal staff was organized to accompany troops to Egypt. It consisted of one European, one Eurasian, one Parsi, one Mahomedan from Bombay and another from the Punjab, and three Hindus from the Punjab. But the orders were countermanded, and when a postal establishment was subsequently sent it consisted of one European, one Eurasian, one Parsi, one Mahomedan from Bombay and another from the Punjab, one Hindu from the Punjab, and one Native Christian.

In 1885 a postal staff was formed for the Soudan. It comprised one European, three Parsis, and two Eurasians. These officers were after some months relieved by one Eurasian, two Parsis, and two Hindus.

In the same year postal clerks were required in Beluchistan, and there were sent one Goanese Native Christian, two Parsis, and one Hindu, a Gujaráthi.

In answer to questions addressed to him Mr. Lalkaka stated that on the part of officers in the superior grades there had been no reluctance to proceed on field service, but that, on the contrary, there had been plenty of volunteers from all classes; but he admitted that there had been no Hindu volunteers from those grades, and stated that in the Bombay Circle there are no Mahomedans who have reached those grades. He allowed that on the part of the subordinate staff there had been unwillingness to proceed on field service, but he stated that the Postmaster General had always been able to find Parsis and Native Christians who were willing to accept such employment. He attributed the unwillingness shown by some Natives to the insufficiency of the inducements offered in the shape of pay, inasmuch as it had never been difficult to obtain volunteers among the subordinates to proceed to Egypt and the Soudan, while very few had volunteered for Kandahar. He also stated that there had been difficulty in obtaining subordinates for Zanzibar and the Persian Gulf and Turkish Arabia, but that the Postmaster General had always been able to surmount it by selecting Parsis and Native Christians. He mentioned that the men who had been sent on foreign service, whether in a subordinate or superior position, had acquitted themselves satisfactorily. He expressed his conviction that if the Sea Postal Service were thrown open to Natives, Parsis would willingly take service in it.

Mr. F. B. O'Shea, Superintendent of Post Offices and Personal Assistant to the Postmaster General, stated that he had proceeded to Suakim as Chief Superintendent of the Indian Post Office in February 1885, and that during the early part of the campaign he was in almost daily communication with the General Officer Commanding and with the Principal Naval Transport Officer regarding the carriage of mails by transport, with the Egyptian Postmaster and the Officers Commanding the British Army Post Office Corps, and to a less extent with other heads of departments; that his business principally lay with the Assistant Adjutant and Quarter Master General and the Naval Transport Officer, and that many matters were settled at personal interviews with them which could not have been arranged so smoothly or expeditiously by correspondence. He mentioned two instances in which he had been able to secure the revocation of orders which conflicted with the interests of the Department. He expressed his belief that a Native of India would be placed in a false position as Chief Superintendent of Post Offices on field service, as he would probably not have the same facilities of access to Military and Naval authorities and the same advantage in making arrangements unofficially as would be enjoyed by an Englishman, and he pointed out that even an English civilian is at some disadvantage when he has to work with an organization purely military, and that in recognition of this difficulty a Commissioned Officer of volunteers is always sent by the British Government on field service with a regularly constituted Army Post Office Corps. Mr. O'Shea bore willing testimony to the efficient services of Mr. Dorabji Mancherji Lalkaka, a Parsi Assistant Superintendent, who had accompanied him as Postmaster, and also of the five clerks, two Parsis, one Mahomedan, and two young Eurasians. Mr. O'Shea stated that he had also held the appointment of Superintendent of Post Offices in the Persian Gulf and Turkish Arabia; that the Departmental Postmasters in that division are Natives of India except at

Guadar and Jask, where the duties are performed by European clerks of the Indo-European Telegraph Company. He mentioned that the only Post Offices in Turkish Arabia are at Bagdad and Busrah, where parts of the Consular buildings are occupied for the purpose, the Post Offices being under the control of the Consuls. He added that these offices were first established in 1863 with the approval of Namyk Pasha, then Wáli of Bagdad, and that owing to their efficient management their growth in popularity was so rapid that they had monopolised a very large share of the postal revenues of Bagdad and Busrah,—a circumstance which had excited the hostility of the Turkish authorities, and had induced the Ottoman Delegate at the last International Postal Conference to urge their removal. He stated that on this account in that Division, besides the ordinary duties of control and inspection, it is incumbent on the Superintendent to deal with questions of a semi-political character which can be most satisfactorily arranged by a European who is able to meet Political officers on equal terms. He also mentioned that there being no hotels in the towns of the Persian Gulf and Turkish Arabia, a European officer is obliged to find accommodation either with the Political officers or with British merchants, and that a Native Superintendent would be at a considerable disadvantage in this respect.

Being reminded by the Hon'ble Khán Bahádur Kázi Shahbudin that the Assistant to the Political Agent in the Persian Gulf is a Native and that the towns are Native towns, Mr. O'Shea explained that the Assistant is a permanent resident, and that though the towns are Native towns, the inhabitants are Arabs or Persians.

Mr. E. Jardine, Superintendent of Post Offices in the Persian Gulf, stated he had had ten years' experience in the Sea Post Office, and that as far as the actual routine work of that office is concerned he saw no reason why it should not be done as accurately by a Native as by a European; but that, at the same time, he saw reasons which appeared to him to render the employment of Natives as Mail officers impracticable. He observed that the European Mail officer has to deal directly with the Captain and Chief officer of the Mail steamer, and as a European gentleman meeting them on equal terms, he had many opportunities of arranging for the performance of postal work, for the accommodation of his staff of sorters when the steamer was overcrowded and of his staff of packers in bad weather, and generally in all cases in which the assistance and co-operation of the executive staff of the steamer are required; that in all such arrangements there is possibility of friction owing to temporary conflicts of interest, and that he was convinced that they could be more easily and satisfactorily effected by a European Mail officer dealing with European officers than they would be by a Native Mail officer. He also observed that the public with which a Mail officer has to deal is, practically speaking, European, and that although the occasions on which he comes in contact with passengers are not frequent, it is sometimes necessary for him to exert his authority to prevent them from entering the sorting room. He stated that the Mail officer is brought into business relations with the British Packet Agent at Suez, the Egyptian Railway Administration, and the officials of the French and Egyptian Post Offices, and that he did not think a Native would receive from these officials the same courteous co-operation as a European. He moreover pointed out that during the imposition of quarantine in Egypt the Mail officer has to deal with local representatives of the International Sanitary Council, and that it depends to a great extent on the promptitude and energy of the Mail officer and his capability of accepting and meeting altered conditions to secure the speedy transit of the mails. Another circumstance which he thought deserving of consideration is, that owing to the peculiar conditions of work in the Sea Post Office, the entire mail, including Government Despatches, remained open in the hands and under the sole responsibility of the Mail officer for ten days. He stated that Natives, principally Goanese, are successfully employed as sorters in the Sea Post Office; and that the Goanese are good workmen, steady and amenable to control, but, as a rule, inferior to European sorters when there is a pressure of work. He considered them superior to Mahomedans, who generally fall out with the second class passengers, and nearly always complain of their food. It being suggested to the witness that Natives educated in England, who are accustomed to mix with Englishmen on terms of intimacy, would possibly not be less efficient than Europeans as Mail officers, he replied that such Natives would probably not accept employment in the Sea Postal Service, and he could only say that during his ten years' experience of the work he had himself at times met with great difficulties.

Mr. Girdhar Mahadev Nagarkar, Superintendent of the 2nd grade, entered the Post Office on a salary of ₹15 as a Branch Postmaster in 1860, became an Inspector of Post Offices in 1865, and attained the Superintendents' grade in 1874. He stated that he endorsed the views which Mr. Káwasji Lalkaka had expressed respecting the constitution of the Department. He added that he advocated promotion by Circles, because he considered that a good man would be more certain of his reward, and that Natives, as a rule, desire to remain in the same Circle. He expressed his preference for recruiting the upper grades by the promotion of subordinates rather than by the appointment of outsiders, and he considered that sufficiently educated men can be obtained on the salaries now offered. He illustrated the inconvenience to which a Superintendent would be exposed by transfer to a foreign Circle by a reference to his own case. He mentioned that he had some young children who were now being taught English through the medium of his own vernacular, and that it would be necessary for him to leave them in the Bombay Presidency and maintain two establishments if he were sent to a Tamil or a Telegu country—to Bengal or to the Punjab.

Mr. Narayan Chimnaji Apte, Superintendent of the 4th grade, entered the Department in 1860 as a probationer on ₹10, and rose to the Superintendents' grade in 1881. He stated that he concurred generally in the views expressed by Mr. Káwasji Lalkaka; that he approved of the system of promotion by Circles; that he thought men of education should be introduced into the Department on substantial salaries, but that men in the lower grades should not be debarred from promotion. He asserted that so far as the Bombay Circle is concerned there were no disabilities which he would wish to see removed in regard to the appointment of

Natives to the Department. He considered that some of the men who entered on small pay are of the same class as would be attracted by larger salaries. He mentioned that he himself has a brother, a pleader in the High Court and an LL.B., and that he had been educated up to the matriculation standard before he entered the Department, but that owing to the death of his father he had accepted an appointment on a small salary that he might contribute to the support of the family. He stated that he frequently came in contact with Englishmen, official and non-official, and had to correspond with Collectors and Political Agents, and that he had never found any difficulty in the discharge of his duty arising from the circumstance that he was a Native, but that he had always been treated with the respect which was due to an officer of the Government.

Mr. Madhavrao, Postmaster in the senior grade, stated that he entered the service in 1865 as Acting Head Clerk in the Bhuj Post Office on a salary of ₹40; that he was at present drawing a salary of ₹200, and had reason to believe he would shortly be promoted to a post of ₹300. He expressed his preference for promotion by Circles and for the recruitment of the higher grades by promotion from the lower. He asserted that although there are not many graduates in the Postal Service, Postmasters are well educated as a class; that men of ability and education are, as a rule, selected for promotion; that Natives are treated with as much justice as Europeans, and that during his service of twenty years he had never heard a case of injustice to a Native officer in the Department. He also mentioned that he had a son who had passed the second University examination, and who had entered the Department on a salary of ₹25.

At the sittings at Poona two witnesses volunteered their evidence.

Mr. Gopal Vinayak Joshi stated that he had been employed as a clerk in the Bombay Post Office, had been promoted to Postmaster, and had left the service by reason that during his travels in Burma, Assam, China, Japan, and America he had remained absent without obtaining an extension of leave; and that he wished to give evidence as to the capacity of Natives for employment in the Department and the incapacity of Europeans and Eurasians. He complained that Europeans and Eurasians had been employed in the Department in violation of the Resolution of the Government of 18th April 1879. He asserted that experience had proved that Natives are the most qualified of the three classes, and quoted a passage in a letter, dated 10th May 1879, written by Mr. Monteath, the Director General, as directing the employment of Natives, and of them only, in the Department. He pointed out that the Postal Manual had been compiled by two distinguished Natives, Vasudev Pandurang and Babaji Sadoba, and he argued that Natives only could properly understand the spirit and intention of the original rules. He added that the ability of Babaji Sadoba had been recognized by the Director General, who testified that the best rules in the Manual were due to the vast information of that gentleman. He maintained that Natives as Superintendents, Postmasters, and Inspectors had proved themselves most efficient and had remedied the disorder occasioned by the employment of inexperienced European and Eurasian youths appointed to take charge of the Divisions of the Bombay Circle. The witness named several officers, and stated that out of these only one (A) had worked well; that (B) had been found unsuited on grounds of health; that (C) was dismissed, and (D) removed for incompetency; that (E) was transferred to an unpopular Division, because it was considered the best means of ridding the Department of him, and that after his transfer he retired; that (F) was removed from the Presidency; that (G) was found to be wanting and allowed to retire; that (H) could not get on with his superiors and had to seek a transfer to another Presidency, and that (I) threw his work into disorder and was relieved by a Native. He asserted that he remembered that the Postmaster General had expressed his regret at these and similar appointments and had recorded his opinion officially that Natives alone were fit to work in the Postal Department. He asserted that when the Sea Sorting Service was contemplated, the experience gained in the cases to which he had alluded justified the opinion that Natives only should be employed in that branch of the service, but that Mr. Monteath, being of a contrary opinion, had ruled that the service was reserved for the sons of gentlemen, meaning thereby Europeans only, and that accordingly the service was manned by Europeans. The witness maintained that these sons of gentlemen knew little of the work that was entrusted to them and did it very badly, and that instances had occurred in which mail bags were brought to Bombay unopened and unsorted, and that nevertheless the officers in fault had been allowed to continue in the service. He complained that Natives received different treatment; that Mr. Babaji Sadoba, to whom these gentlemen had been sent for training, was never promoted to the Presidency Postmastership, though one of his pupils, Mr. Hutton, was appointed Presidency Postmaster of Calcutta. He argued that the service having been shorn of its best prizes, Natives of superior capacity and powers of organization are not attracted to it, and that the few who enter it leave it dissatisfied and discontented. He claimed that the higher appointments of Postmaster General and Presidency Postmaster should be reserved for those Natives who have distinguished themselves in the service. As an instance of the injustice which, he alleged, Natives suffered, he asserted that when a Native was recommended for admission to the Bombay Post Office, Mr. Stuart had replied that he was anxious to introduce a European element into his office, and that he would not put in any Native if he could help it. Witness mentioned the names of seven gentlemen who, he stated, had been brought into the Bombay Post Office in preference to Natives. Of these he declared that two had been dismissed for drunkenness and debt, and that three had been promoted by leaps and bounds, while two others in the Mufasal had been dismissed for drunkenness and other reasons. He added that he was informed that the present Postmaster General was about to appoint a European from the Sea Postal Service to be Manager of the Dead Letter Office, a post which from its creation had been invariably held by Natives.

In answer to questions put by the Sub-Committee the witness admitted that he had made no distinction between non-domiciled Europeans and Statutory Natives, and he explained that his object was to show that Europeans did not work satisfactorily. On being reminded

that he had complained that the orders of 1879 had been disregarded, he admitted he had not distinguished between non-domiciled Europeans and Statutory Natives, so as to ascertain particulars in reference to this complaint, and that many of the men he had mentioned had been appointed before 1879. He stated he was aware that the Director General had in 1880 passed a rule prohibiting the employment of Europeans, which even went beyond the orders of the Secretary of State, and he could not say whether the Director General's order had been disobeyed in any instance in the Bombay, Sind, and Central Provinces Circles. Regarding his complaint of the supersession of Natives by Europeans he stated that he referred to the promotion of Mail officers, and he admitted that he was not aware that they had been graded with Superintendents. He also complained that Mr. O'Shea had been promoted over him and other clerks to the Head Clerkship of the correspondence branch of the Presidency Post Office. He admitted that Mr. O'Shea knew and could write English better than he or they did, but he asserted that the rest of the work of that post required no great ability. He mentioned one or two other instances in which he said Natives had been superseded by Europeans. He stated that he knew of no case in which a Native Superintendent had been dismissed for misconduct, but that several Inspectors and clerks had been dismissed for misconduct or dishonesty. He allowed that since 1878 intelligent Natives had been receiving equal promotion with Europeans. On being asked to give instances of Natives who had left the Department in disgust he mentioned one who had been transferred to a Revenue office and one who had become a clergyman. In reference to the complaint made by him of the refusal of Mr. Stuart, the Presidency Postmaster, to employ Natives, he stated that he was not aware that the whole of Mr. Stuart's Head Clerks had, with one exception, for some years past, been Natives, but he allowed that he knew that out of 221 persons in the Presidency Post Office, only three are Europeans, and that at the present time all the Head Clerks, with one exception, are Natives.

Mr. Joshi stated that he believed that in these days Natives would take employment in the Sea Postal Service, and that he, a Bráhman, would be quite willing to do so and had at one time applied for it. He stated that although there are many Bráhmans and some other orthodox Natives in the Bombay Presidency who would object to go to sea, there are also a large number who had no such objection.

The Reverend Sorabji Kharsedji, a clergyman of the Church of England, stated that he had been employed in the Postal Department from 1865 to 1877; that he had entered the service as Inspector, had held several appointments as Disbursing Postmaster, and was holding an appointment of Inspecting Postmaster, an office corresponding with that of a Superintendent at the time he retired. He desired to give prominence to what he considered to be two grave defects in Postal administration, the insufficiency of the inspection to which Post Offices are subjected and the insufficiency of the salaries paid to Postmasters, having regard to the great pecuniary responsibilities imposed on them. He said that upwards of 400 Postmasters receive only ₹10 or ₹20, and that although in some instances the Postmaster's appointment was held by schoolmasters, it frequently happens that the Postmaster has no other employment, and that no educated man would apply for such posts.

Mr. Farrer, C.S., the Postmaster General of Madras, has favored the Sub-Committee with two notes describing the Circle under his charge, the distribution of the higher appointments and the qualifications of the holders of those posts. The extreme linear length, he observes, of the Madras Circle from north-east to south-west is about 950 miles and its extreme linear breadth about 450 miles. It embraces, roughly speaking, 140,000 square miles, but there are also Imperial Post Offices under the control of the Postmaster General in the Native States of Hyderabad, Mysore, Travancore, and Cochin. The total number of Imperial Post Offices in the Circle is 1,117, and the total number of officers and other persons employed in the Imperial Department is 6,418. There are also 73 offices maintained at the charge of the District Post Fund. This fund, to which the Local Government makes an annual grant, amounting at present to ₹1,07,000, is administered by the Postmaster General under the orders of the Board of Revenue. 1,559 officers and other persons are employed in this branch.

Description of Officials.	Total No. of Officials.	
	Imperial.	District Post.
Superintendents	15	1
Inspectors	27	...
Disbursing Postmasters	25	...
Postmasters	648	73
Other Agents	445	...
Clerks	494	14
Postmen and Village Postmen	1,355	852
Overseers	78	23
Mail Runners and Mail Peons	3,092	596
Packers and other Miscellaneous Servants	239	...
Total	6,418	1,559

The Circle is divided into 11 Divisions, each of which is under the charge of a Superintendent. The area of a Division is in some cases very extensive. Thus the Vizagapatam Division comprises an area of 25,000 square miles and the Bellary Division an area of 19,000 square miles, and to that Division are also attached the Post Offices in the Hyderabad dominions. Two Superintendents are attached to the Postmaster General's office, and two, who are Examiners of Post Office Accounts for the Circle, are also at head-quarters.

Of the 15 Superintendents, two are Europeans, four are domiciled Europeans, four are Eurasians, four are Hindus, and one is a Mahomedan. Three of the Superintendents entered as probationers: the Postmaster General pronounces all of these three officers efficient and one of them highly so. The others entered the Department in the lower grades, and three, a domiciled European and two Natives, commenced their service almost in the lowest grade. Three of the Native Superintendents are at head-quarters: the other two are in charge of Divisions: one of them, a Mahomedan, the Superintendent of the Bellary Division, is mentioned as a very active officer. The Postmaster General thinks it probable that all his Native

Superintendents could overcome the dislike to the constant travelling involved in the charge of a Division.

Mr. Farrer considers it a distinct advantage to have some European Superintendents in charge of Postal Divisions in a Circle. He includes in the term Europeans domiciled Europeans, and he observes that in some Divisions of the Madras Circle, such as Bangalore, which includes the planting district of Coorg, the Coimbatore Division which includes the Nilgiris and Wynaad, and others in which there are sea-ports with a European community, it is found that Europeans can perform the duties of Superintendents more efficiently than Natives, and are preferable to Eurasians, though their appointment is not indispensable; and that they are better able to dispose of complaints on the part of the public, and bring the Department into closer relations with the Executive of the Provincial Government. He mentions that during the Rampa disturbances it had been found necessary to employ a European Superintendent in organizing postal arrangements, and that although there are in the Circle two Eurasians who would be equal to this duty, it would be admitted, he believes, that there was no Native Superintendent who was so, and that a Eurasian would be at a disadvantage as compared with a European. For the reason that in time of peace there are appointments in which they can render more efficient service than Eurasians or Natives, and in times of difficulty their services are absolutely necessary, it appears to him expedient that a certain proportion of the Superintendents employed in the Circle should be Europeans.

To Eurasians also Mr. Farrer attributes the possession of many qualifications for efficient service as Superintendents, and he professes himself able to speak in very favorable terms of the value of their services in the Circle both as Superintendents and as Postmasters. Speaking of the Superintendents only he observes that the best of them are of active habits, are careful in inspection, patient and industrious, maintain strict discipline, and strive to carry out instructions. He adds that those who are engaged in sedentary employment bestow thought and care on their work. He prefers them to Natives as Postmasters in Military stations, and in stations where there is a large European community, and he states that many of them have a considerable knowledge of the people of the country, of the vernacular language, and of the conditions of life generally. For these reasons he is of opinion that in the Madras Circle they can properly claim a fair share of the higher appointments in the Post Office.

Mr. Farrer considers that the most common defect in a Native officer charged with the duty of controlling a large number of subordinates is a want of firmness—which sometimes leads him to take a weakly compassionate view of dishonest conduct, a course which, he observes, lowers the tone of official morality. Although in remote districts much may transpire that never comes to the notice of the head of the Circle, he nevertheless thinks that the danger arising from a want of firmness on the part of Native Superintendents may be minimised if the Postmaster General exercises a vigilant control. On the other hand, he admits that Native Superintendents possess advantages in their ability to converse with all classes in their native tongue and to find accommodation in outlying places. He characterises them as amenable to discipline, painstaking and industrious. On the whole, he considers that the Circle might be administered with a larger proportion of Native Superintendents than is at present employed in it. But he explains that the proportion is small because Natives with suitable qualifications have not obtained and have not sought employment in the Department. He considers it natural that men who have received a good education should prefer employment in other Departments which offer better prospects of promotion.

Mr. Farrer deems promotion in the Circle preferable to the formation of a general list for the whole of India: but he insists that, if it be adopted, it must be strictly adhered to, as it will be difficult to obtain qualified men as recruits in a Circle if there is a probability that senior men may be brought in from other Circles. He favors the Circle system, because he considers a knowledge of local conditions, of the character of the people and of the vernacular essential to thorough efficiency in a Superintendent, especially in Southern India, of which the circumstances differ materially from those of Bombay and the North-West Provinces, and the vernaculars are peculiarly difficult to master.

Mr. Farrer states that he has noticed with surprise the paucity of applications for employment in the Department and the low standard of qualifications possessed by the applicants, who appeared to be persons who had little or no chance of obtaining employment in any other Department. He attributes this to a practice too closely followed for some years past of regulating promotion by seniority without sufficiently recognising merit by selection. He advocates the admission from time to time of well qualified candidates at once to appointments carrying salaries sufficiently high to attract a good class of recruits, whose promotion should subsequently be regulated by merit rather than seniority, and recommends that the majority of the Superintendents should be obtained by a system which does not necessitate prolonged service in the lower grades or in purely clerical work. He observes that a Superintendent in charge of a Postal Division now requires an education and training of a high order, and that although it is essential that he should have acquired a mastery of the details of postal work, an educated person can acquire a knowledge of departmental rules and appreciate their application without a long apprenticeship in clerical routine. He further regards it as necessary to efficiency that a Superintendent should have a fair knowledge of the rules and

Designation of Officers.	Rate of pay.	Europeans domiciled.	Eurasians.
	R		
Presidency Postmaster .	600—900	...	1
Deputy " .	150—200	1	...
Manager, Dead Letter Office	200—250	...	1
Postmaster, Hyderabad .	250—300	...	1
" Bangalore .	200—250	...	1
" Trichinopoly .	150—200	...	1
" Coconada .	150—200	1	...
" Ootacamund .	150—200	1	...
" Madura . .	150—200	1	...
		4	5

Designation of Officers.	Rate of pay.	Europeans not domiciled.	Europeans domiciled.	Eurasians.	Hindus, including Native Christians.	Mahomedans.
	R					
Manager, Postmaster General's office	150	...	...	...	1	...
Manager, Stock Depôt, 7 Head Clerks, 4 Postmasters	100—140	...	2	4	5	1
1 Cashier, 3 Clerks and 6 Postmasters	100	...	...	4	6	...
2 Postmasters	90	...	...	1	1	...
8 Postmasters, 2 Head Clerks, 1 Clerk, 1 City Inspector	80	...	...	5	6	1
2 Postmasters 4 Head Clerks 4 Clerks 1 City Inspector	70	...	...	3	8	...
6 Postmasters 3 Head Clerks 3 Clerks, 23 Inspectors and 1 Overseer	60	...	1	5	27	3
2 Postmasters	55	...	...	1	1	...
7 Postmasters 6 Head Clerks 16 Clerks	50	1	...	5	22	1
TOTAL	...	1	3	28	77	6

working of other Departments and some acquaintance with criminal law and procedure and the law of evidence, and that he should be a person who can act with confidence on the frequent occasions on which he is brought into contact with District Officers and other local officials. Moreover, he conceives that a Superintendent, who obtains his appointment under a system of special selection, is more likely to command the respect of his subordinates than one who has worked his way up from the lower ranks.

The tables in the margin show the distribution of appointments below that of Superintendent according to the nationality or class of the officers.

Mr. Farrer observes that although Europeans (domiciled) and Eurasians at present hold a majority of the higher appointments in this Circle, it does not seem, on a perfectly impartial view, that any injustice was done to Natives already in the Department when the selections were made, and that real merit has always been rewarded; he mentions in illustration of this opinion that one of the Native Superintendents was promoted over the heads of several Europeans and Eurasians, and he observes that if Natives aspire to fill a larger share of the higher appointments, more of the better classes must seek admission to the Department.

As regards the majority of the employés he considers that a high educational qualification is not required, though as a matter of fact many now in the lower grades have passed the University matriculation examination. He considers that a knowledge of English has become necessary, but this, he observes, is often possessed in the Madras Presidency by youths who have not matriculated.

He testifies that the Superintendents, who, it will be remembered, have power to appoint to offices carrying a salary not exceeding R30, act with impartiality and exercise a wise discretion in the selections they make.

The first witness examined by the Sub-Committee in Madras was Mr. Sullen, the Presidency Postmaster. Mr. Sullen's experience in the public service has extended over a period of 38 years, of which 29 years have been spent in the Postal Department. He has served in almost every grade and successively held the appointments of Disbursing Postmaster, Superintendent of Post Offices, Superintendent of the Military Horse Van, Superintendent of Mails and the Bullock Train, and Personal Assistant to the Postmaster General; and he has officiated as Postmaster General. He has been employed in every part of India, from Peshawar to Calcutta and Madras. During the mutiny, he assisted in the defence of Ludhiana, he served in Afghanistan in the campaign of 1879-80, and subsequently rendered assistance in the Hazara and Afridi expeditions.

Mr. Sullen expressed his opinion that the appointments of Postmaster General should always be held by members of the Covenanted Civil Service. He observed that there are thousands of officials in each of the large Circles, and that the final control of such a large body of men, so as to secure efficient service from all, in itself requires capacity of a high order. Speaking from experience he asserted that the conduct even of runners requires the careful attention of the Head of the Circle, and that unless continual supervision is exercised by him discipline could not be maintained among them. He mentioned that in the Madras Presidency one runner line alone extends over 650 miles from Renigunta in the District of North Arcot to the Orissa frontier *vid* the Northern Sirkars. He gave as another reason that it rested with the Postmaster General to determine in what cases a judicial enquiry should be instituted when offences against the Department were committed either by an official of the Department or by a member of the public, and that a knowledge of criminal law and procedure and of the law of evidence as well as sound judgment is required for the efficient discharge of this duty. Speaking again from his experience he maintained that the administration of the larger circles by Covenanted Civilians is more efficient, more liberal, and more impartial than that of any other class of officers, and he was convinced that the officials of the Department as a body prefer to have as a Postmaster General an outsider free from prejudices, personal interests and associations.

He considered that the qualifications necessary for Deputy Postmasters General are a sound English education, colloquial knowledge of the vernacular of the districts in which they serve, practical acquaintance with the rules and regulations of the Department, energy, activity, tact, and administrative ability. For this grade and for Superintendents he considered that domiciled Europeans and Eurasians, who are inured to the climate of India and possess a knowledge of the vernacular, are in most respects better qualified than Natives. He at the same time admitted that there are among the Native Superintendents men who are quite equal to Europeans and Eurasians. His objections to Natives as a class were that they are unwilling to travel by sea, or proceed on field service, or serve in other Presidencies at a distance from their homes; that they are deficient in activity and force of character, and hesitate to act on their own

responsibility in an emergency. He declared that he had never known a Native Superintendent go round his Division on horseback, or exercise efficient control over his subordinates, especially when they happened to be of higher caste than he was.

Except in certain stations where Europeans predominated, he considered Natives better suited for the duties of Postmasters than any other class. In the towns he excepted, he stated that Natives had rarely proved successful as Postmasters. He also thought them peculiarly well qualified for the posts of Inspector, which require an intimate acquaintance with the Native population, especially the rural classes.

He mentioned that for service in the Post Office, especially in the lower grades, owing to the nature of the work, the very little leisure allowed, the hours of attendance, and, above all, the smallness of the salaries, the best classes of any community are not obtained; and that consequently there are so many uneducated men in the lower grades that it is difficult to obtain by promotion men qualified for the higher grades. Hence he thought it desirable that there should be a regular system of recruiting well educated men who should enter the service below the grade of Superintendents; but at the same time he expressed himself to be strongly opposed to the creation of a rigid and invidious distinction between the superior and the subordinate grades to the prejudice of men in the lower grades who might give proof of special qualifications and fitness for the superior grades. Lastly, he expressed his approval of the existing system of promotion by Circles, because he regarded it essential to efficient service that the Superintendents should possess local knowledge and acquaintance with the language of the country.

Mr. R. H. McKillop, Superintendent, a non-domiciled European, stated that he had served in the Department for 15½ years and that he appeared before the Sub-Committee to represent the claims of Europeans to hold controlling appointments in the Department. He contended that a certain proportion of the Superintendents should be European officers; he regarded the services of an officer of that race as absolutely necessary in such Divisions as Bangalore, where there is a large European population, Civil and Military, in Coimbatore, which included the planting District of the Nilgiris, and Wynaad, and in Divisions in which there are ports with a large mercantile community. He pointed out that European officers are chosen to organize the necessary postal arrangements on the occasion of military operations to quell frontier or internal disturbances, and he cited as an instance the Rampa rebellion in 1880. He observed that a Native is not qualified for this duty, and that a European has this advantage over a Eurasian or a Native that he is able to mix more freely with Military officers, and there is consequently less friction. He stated that some of the Divisions in the Madras Circle are very extensive and require for their efficient administration great physical energy; that promptness of action is necessary when offences have to be investigated or communications restored, and that a European has a greater idea of the value of time than a Native and would start sooner and travel with more expedition; that a European is ready to serve anywhere while a Native prefers employment near his home, and that the European associates more readily with officers of other Departments of the administration. At the same time he professed that he desired to see the better class of Eurasians and the better class of Natives admitted to the service on equal terms with officers of European parentage. He considered it expedient, as a general rule, to bring in men as Superintendents from outside the Department, but he professed himself unwilling to debar altogether from promotion Europeans, Eurasians, or Natives, who have shown marked ability in the lower grades. He was of opinion that ordinarily the office of Postmaster General should be held by a Covenanted Civilian, but he advocated the occasional appointment of Uncovenanted European officers who had shown in the controlling grades exceptional merit and fitness for the post: he expressed his conviction that a Eurasian or Native in such an appointment would fail to secure the same respect from the subordinates as a Civilian or Uncovenanted European. He considered that the best system of promotion is in the Circle, but he complained that promotion is slow.

Mr. John Bower, Superintendent, a Eurasian of 17 years' service, appeared to represent the claims of that community. He complained that persons desirous of obtaining employment in the Department are compelled to enter in the lower grades, and that promotion is, as a rule, regulated by seniority. As a consequence he stated that the service is recruited from a class inferior to other candidates for the public service, and mainly from men chiefly qualified for clerical work. He stated that formerly the rule respecting seniority had been less strictly observed, and that merit was less exceptionally recognised. He mentioned that in the Madras Presidency Europeans and Eurasians hold 75 per cent. of the posts carrying salaries of ₹200 and upwards, and 50 per cent. of the posts carrying salaries of ₹50 to ₹100; and that, with the exception of four, all the European and Eurasian officers whose salaries amount to ₹200 and upwards had risen not from the lower grades, but under more favorable circumstances; but he apprehended that in a few years Europeans and Eurasians would be sparsely represented in the higher grades; for whereas a Native could afford to enter the service on a low salary, a European or Eurasian could not do so without assistance from his friends, and he asserted that even the Natives who enter the service are not the best but of an inferior class. He observed that in the Revenue and Judicial Departments men are allowed to enter as volunteers and undergo a course of training and are able to maintain themselves by copying and other miscellaneous work until they receive appointments suitable to their qualifications; that in the Telegraph Department the lowest initial salary is ₹30, and in the Department of Public Works and Salt it is still better, and that mercantile firms also have regard to race in fixing salaries, and he complained that equal consideration was not shown in the Post Office. To make the Department more attractive to superior men of all classes, Mr. Bower advised that the service should be divided into a controlling or administrative and a ministerial branch, the latter consisting of all posts with salaries not exceeding ₹50, the former of all posts carrying a higher salary.

He was of opinion that the Director General and the Postmasters General should be selected from the Civil Service as it is less likely they would be imbued with departmental prejudices, but that all other appointments in the service should be given to Natives of India. He considered that it would be objectionable to bring out men from England or appoint Europeans who came to India in search of employment; for such appointments impeded promotion and caused irritation. In case of proved merit he would allow promotion from the subordinate to the superior branch, and he advocated the reservation of a certain number of posts with salaries of ₹50 for men who might appear to be suited for the superior service, and who should be promoted to it according to their qualifications and conduct, not by seniority.

He hesitated to distribute classes of appointments on a race principle and would leave the distribution to the Head of the Department, but he admitted that Natives would probably be best fitted for Inspectorships.

The Middle School examination he considered a sufficient educational test for the subordinate service, and any University examination for the superior service; but for the latter, he would require as an additional qualification a certain *status* in society. He considered that an acquaintance with one or more vernacular languages is useful and a certain knowledge of law and police duties, and he was willing that appointments should be made by selection and not necessarily by competition.

To the objection which had been raised to the employment of Eurasians that they are ignorant of the vernacular, he replied that it was not well founded in the Presidency of Madras, inasmuch as the importance of such knowledge had been for so many years recognized and provisions made in most schools for teaching the vernaculars; that such a knowledge is only required in the lower appointments, and that in large offices, such as Hyderabad, Munshis are specially engaged to decipher addresses.

He considered that the alleged disinclination of Eurasians for employment in the Department might be explained by the insufficiency of the prospects and the smallness of the initial pay. He regarded employment in the Post Offices as especially suitable for Eurasian women, and expressed his conviction that if it were notified that female candidates with a knowledge of the vernacular would obtain employment, there would, in the course of a year or two, be as many applicants as there were now for employment in the Educational Department. He maintained that the Eurasian had done his work as creditably as the Native, and that by reason of his European habits of life he is as able as the European to discharge those duties for which Europeans were regarded as specially qualified. He asserted that the class is gradually rising in social position and has already made its mark in some Departments of the public service and in the profession of law and medicine. He claimed that a Eurasian can command the respect and confidence of his subordinates, European as well as Native, and can maintain discipline; that he possesses more general information than the Native, and has been found not wanting in energy, tact, and readiness to act in cases of emergency; that he can vie with the Asiatic in his knowledge of the vernacular and of the habits and customs of the people, is ready to proceed wherever duty calls him, and is free from the ties of caste and from the obligations of religious ceremonies which hamper the Hindu. He added that during the last Afghan campaign the postal staff consisted chiefly of Eurasians; that two of the Eurasian Superintendents of the Madras Circle did good service and one of them received a medal; that of the Brahmans and other men of high caste some declined to go to the front when ordered, and others who went were unable to endure the climate and other changes, while the Eurasians went cheerfully, did good service and gave proof of their physical endurance by remaining to the last at their posts.

Mr. V. Kanakasabhai Pillai, B.A., B.L., Examiner of Post Office Accounts, stated that he entered the Department in 1874 as a clerk on a salary of ₹15; that at short intervals he obtained posts on ₹50, ₹60, and ₹70; that in 1877 he obtained a year's leave and practised as a pleader, but returned to his appointment in May 1878, and that in 1880 he was promoted to the grade of Superintendent on ₹200. He mentioned that he had served under eight Postmasters General, of whom four were Covenanted Civilians and four Uncovenanted. He considered that the appointment of a Covenanted Civilian to the Postmaster Generalship is very desirable, because his experience of other branches of the public service enables him to introduce salutary changes in the administration of the Post Office; and as no prosecution is undertaken and no refund of Savings Bank deposits made without the sanction of the Postmaster General, the knowledge of law and procedure possessed by Covenanted Civilians is of material use. On the other hand, he expressed himself averse to confine the appointment to Covenanted Civilians. To stimulate supervising officers it is desirable, he thought, that the office should be conferred occasionally as a reward on Presidency Postmasters and senior Superintendents who possess superior education and administrative ability and have rendered signal services. Such men, he observed, would be able to carry out reforms which their intimate acquaintance with details would suggest as effectual to suppress fraud, simplify work, curtail expenditure, and increase sources of revenue.

He mentioned that Superintendents and Examiners were originally selected from educated Natives and Eurasians till about 1872, when a special class of probationers for the Superintendent's grade was established; that the probationers were mostly young men of good birth, taken fresh from school, and that after passing a departmental examination they were appointed Superintendents or Examiners; that one result of the system was that out of 12 vacancies which occurred in the Superintendent's grade in the Madras Circle between 1872 and 1884, nine were filled by men from Northern India and only three by men of this Presidency; that in 1884 this system was abandoned, and it was ruled that subordinates who passed the departmental examination and were reported to be qualified should be eligible for promotion to the Superintendents' grades; that some of the subordinates in his Circle had appeared for the examination and a few had passed, and that two vacancies which occurred since 1884 had been

filled by selection from these men. He added that the new regulation had given great satisfaction and had retained in the Department good men who would otherwise have sought better prospects elsewhere. He admitted that Natives were usually selected as Inspectors. He complained that no definite principle appeared to be observed as regards admission to the subordinate grades. He stated that before 1872 educated Natives had been appointed to the higher clerical posts in order that they might qualify for superior service, and that three graduates who had been then admitted on salaries of ₹70, ₹80, and ₹100, had all risen subsequently to the Superintendents' grade, but that since 1884 no such consideration had been shown to educated Natives; that they were offered appointments on no higher salary than ₹15 or ₹20, and that consequently nearly all who accepted those terms, resigned after a month's service, and thus many good men had been lost to the Department. He asserted that as a general rule only such Natives are admitted as have passed the Middle School or Matriculation examination, and that they have to begin service as unpaid probationers or on salaries of ₹10; whereas some Europeans and Eurasians had been admitted on salaries of ₹70 or ₹100, and without any educational qualification. Now that Superintendents are recruited from the subordinate grades, he considered it indispensable that men of good education should be induced to enter those grades, and he recommended that, among Natives, graduates of fair ability and good physique should be selected and appointed on salaries of about ₹50 as clerks in Head offices, where in a year or two they would acquire a thorough practical knowledge of the work of the several branches of the Post Office.

He considered that the conditions of service in the lower ranks of the Department require attention; that the pay is small and the promotion slow, while the responsibility is great and the temptations numerous; that the hours of work are protracted, in some cases even into the night, and that there are no holidays; and that consequently the service is unpopular and attracted only those who could not obtain employment elsewhere. He advised that subordinates should be entitled to claim one month's leave on full pay after eleven months' service and be allowed pensions of one-third of their salaries after 14 years and of one moiety of their salaries after 22 years' service. These concessions would, he believed, attract better men. He considered it an anomaly that the service of a Sub-Postmaster on ₹10 is considered as inferior service for purposes of pension and the service of his subordinate, a postman, as superior service, for the work of the former is far more responsible than that of the latter.

As to the capacity of the several classes for rendering efficient service he admitted that in districts where there are planters or large European communities and in field service during war, Europeans and Eurasians would be found more useful than Natives as Superintendents, but he contended that in other parts of the country and during peace educated Natives would, as Superintendents, possess the advantages of (1) a knowledge of the vernacular which enables them to inspect more closely the work of their subordinates, to inquire into complaints, and when a line is interrupted to communicate directly with village head-men and procure assistance; (2) being accustomed to the climate and modes of travel they are better able to bear fatigue than Europeans and can find accommodation in villages where there is no place of rest for a European; and (3) greater knowledge of the details of work which can only be acquired by a service of some duration in the clerical grades.

Mr. Kanakasabahi Pillai complained that although the rules provided that appointments should with certain special exceptions be reserved for Statutory Natives, no Native of the Department had for 45 years been raised to the rank of a chief officer, the last Native holder of such an office having been Mr. Maridoss Pillai, who was Deputy Postmaster General of Madras about the year 1842-43.

He claimed that a few more Natives should be appointed Superintendents considering the proportion the Native community bore to the European and Eurasian and the large number of educated Natives available for employment.

He stated that there are very few educated Natives in the Department; that there are not more than ten graduates in it throughtout India, of whom only four had risen to the grade of Superintendent; that many Natives now holding high appointments in the Post Office are not men of high education but have risen after long service, and that it is therefore unfair to compare them with educated Europeans, and that no real trial has yet been made of educated Natives in this branch.

As to the objection that Natives are wanting in energy he attributed it to the comparison of comparatively young Europeans with Natives who have passed years in the service. He mentioned that comparing youth with youth the Native would not be found wanting in energy, and in support of his opinion he pointed out that service in the Police, where Natives are largly employed, demands far more energy and endurance than service in the Post Office. To the objection that Natives would abuse patronage he replied that this failing was common to all races, and that he was not aware that Natives had given proof of it in the Postal Department in Madras; and he met the objection that Natives are unwilling to leave their country by asserting that four Natives of the Madras Presidency had volunteered for field service in Egypt and had been sent to Suakim, and that ten Natives and two Eurasians had volunteered for service in Upper Burma, had been sent to Mandalay and had returned only when disabled by illness or when their services were no longer required, and he expressed his conviction that volunteers would be forthcoming when their services were required.

In answer to questions put to him by Mr. Farrer he further stated that in his opinion Superintendents should pass through and remain in the clerical grades for one or two years; and that he would make them enter in such a grade that the salaries would be insufficient for Europeans and Eurasians; and that if men of the latter classes are required in the Department, special rules should be made respecting the salaries to be assigned to them. In conclusion, he admitted that he was unable to say how many of the Eurasian and European Superintendents are ignorant of, or how many are acquainted with, the vernacular, and also that he could not say whether highly educated Natives seek employment in the Department.

INDIA.

Post Office.

Section II.—Note by the Director General of the Post Office of India.

(1).—The present regulations of the Department as to admission to the various grades and ranks of which it is composed, and to promotion therein, or, if no such regulations exist, a statement of the principles by which the departmental or other authority invested with the duty is guided in making first appointments to, or promotions in, the Department.

The office of the Director General of the Post Office of India has always been held substantively by a member of the Covenanted Civil Service: the Deputy Director-Generalship has heretofore been given alternately to Covenanted and Uncovenanted members of the postal service. Postmaster-Generalships ordinarily belong to the Covenanted Civil Service, but one of the five appointments has until lately always been bestowed on an Uncovenanted postal officer, and since the year 1881 a Native by race and blood has been employed in another Postmaster-Generalship. No other appointment in the Department is ever held by a Covenanted Civilian.

In the year 1879 the rule,* laying down that no person other than a Native† of India as defined by Act of Parliament should be appointed to an office carrying a salary of Rs. 200 and upwards without the previous sanction of the Governor General in each case, was applied to the Postal Department: and since that year, with the exceptions marginally‡ denoted, which specially were exempted under the orders of Government, all appointments in the Post Office, whether the pay was above or below Rs. 200 per mensem, have been reserved for Statutory Natives of India. It will be seen that, though the Government order affected only the higher appointments, the restriction imposed by this office extended also to the lower posts, it being considered inexpedient to introduce Europeans into the inferior grades with very limited prospects of promotion.

* Government of India, Home Department, Circular letter No. $\frac{21}{746-53}$, dated 18th April 1879.

† Section 6 of 33 Victoria, Chap. 3.

‡ Marine Post Office Establishment.
Aden Post Office ,,
6 Superintendents of Post Offices.

Under departmental orders also pure Natives can alone be employed as Inspectors of Post Offices, except under the special sanction of the Director General. This special sanction has very rarely been asked for or given. An Inspector is charged with the duty of visiting minor offices in the interior of districts, and of supervising the working of village postmen: and these duties can usually better be done by a pure Native than by a domiciled European or an Eurasian.

These are the sole restrictions in the Department as to race; but, practically, as might be expected, very nearly all the minor appointments in the Post Office are recruited from among Natives by race and blood.

When prescribing rules for filling posts in the Department the policy of this office has been to throw as much patronage as possible into the hands of those immediately responsible for the working of the office concerned. Much more power is given, it is believed, by the Post Office in this respect than by other departments of Government. Thus Divisional Superintendents and the better paid Postmasters appoint their own subordinates up to the limit of Rs. 30, and nominate for posts between Rs. 30 and Rs. 100 per mensem. Presidency Postmasters appoint their own subordinates up to Rs. 100 per mensem, and nominate for higher appointments: and heads of postal Circles, *i.e.*, Postmasters General and Deputy Postmasters General, appoint their own subordinates on a pay of less than Rs. 200, and nominate for higher paid places. Every one must be directly interested in getting the best work possible out of his subordinates, and the policy is, therefore, usually a sound one which, as vacancies occur, imposes on a public officer the responsibility of choosing those who are to work under his orders.

Work in a post office is very varied in character, and the aim of the Department is not simply to attract well-educated men into its ranks, but to secure for each division and sub-division of business the services of those best able to discharge the special description of duties required. This can only be done by practical experiment. Thus the great majority of postal servants begin as clerks, when their qualifications are tested. Those possessed of good memories and able to sort rapidly are employed in the Sorting Branch, where a retentive memory is an almost imperative necessity; those conversant with vernacular characters, and gifted with the knack of deciphering difficult handwriting, find work as delivery clerks: those with aptitude for accounts are put into the Money-order or Savings Bank branches: those who add care and accuracy to good handwriting are made registration and parcel clerks: those who exhibit administrative ability and capacity to control subordinates are tried as Postmasters: and those who add activity and detective skill to the last-named qualifications get Inspectorships. Promotion from below is the usual custom in the Department, and outsiders are rarely taken for the better-paid appointments.

It will generally be found that the Post Office is largely recruited from a different and in some senses an inferior class of men to that from which other Departments draw their employés. What the Post Office wants is a steady, plodding, careful man, who, besides attending to accounts and supervising subordinates, will implicitly carry out the numerous and troublesome rules of the Department; who is not above cording and sealing bags, stamping money orders or handling parcels; who will not grumble at night work, or resent the total absence of holiday. Patient attention to detail and steady application rather than high educational attainments are required of a Postmaster. Nothing but actual experience in practical work can establish the existence of qualifications such as these, and the Department finds it best, on the whole, to look to proved merit, rather than to examinations as the test for capacity to fill the great bulk of its appointments.

In the case of Superintendents of Post Offices, however, a departmental examination is prescribed. A Superintendent not only administers the Post Office in the several districts under the orders of the Postmaster General, but has also to instruct the larger post offices and the Inspectors in the various new kinds of business and modifications of systems which the Department is always carrying out. It is on the Superintendent that we have largely to rely for a thorough comprehension and intelligent application of the rules prescribed by this office: and no effort should, therefore, be spared to ensure a thorough knowledge of departmental procedure on the part of a class of officers who are expected to instruct working members of the Department on all matters of importance. For the post of Superintendent, therefore, heads of Circles select from among their subordinates, and submit the names of suitable candidates, and such candidates, if accepted by this office, are required to pass a departmental examination in postal subjects. Vacancies in the Superintendent's grade are, then, for the most part filled by selections from these passed candidates. This examination covers the entire ground of Post Office business, and includes not accounts only, but the rules for the public as given in the Postal Guide, the regulations of the Department as contained in the Post Office Manual, and the method of conducting investigations in cases of loss, theft, and the like.

The appointments of First Assistant Director General of the Post Office, of Comptroller, Post Office, and of the three Presidency Postmasters are made by the Government of India on the nomination of this office: and those noted on the margin* are made by this office. These posts represent the prizes of the Department, and are bestowed upon those officers who are best fitted to hold them. Weight is given, of course, to seniority in the selections made for such posts: but fitness is the principal qualification recognized.

Second Assistant Director General, Post Office.
Third do. do. do.
Deputy Comptroller, Post Office.
Assistant do. do.
9 Deputy Postmasters General.
Superintendent, Aligarh Workshop.

It may further be explained that for the purposes of promotion the officers of the Post Office, instead of being included in one cadre, are separated into lists according to the Circles in which they serve. Transfers from one Circle to another are never made in the case of minor Postmasters or Inspectors: they very seldom occur among the higher Postmasters, and even in the case of Superintendents such moves are becoming more and more rare. Although tending to stimulate exertion and increase vigor of work, the Circle promotion system necessarily results in inequality of promotion,—advancement in one Circle being more rapid than in others.

(2).—The conditions of service in the Department in regard to pay, pension, and furlough.

No special conditions of service exist in the Postal Department as regards pay, pension, and furlough. Excepting the few Covenanted Civilians, who have rules of their own, the conditions for all classes are those given in the codes issued by the Financial Department as applicable to the Uncovenanted Service generally. On the margin I have quoted the chapters of the Codes to which I refer. Three European officers in the Department, having held before January 1872 appointments entered in Schedule A of the Civil Leave Code, are, under Chapter I, Section 1, Clause (*c*), entitled to the more favourable rules contained in Chapter V of the Code.

Civil Pension Code, Chapter IX.
Civil Leave Code, Chapter X.
Pay and Acting Allowance Code, Chapter VII.

(3).—The technical requirements of the Department and the professional attainments essential for efficient service in its various branches.

Except in the case of telegraph signallers, who must know their signalling code and be able to receive and despatch messages with rapidity, no technical requirements are necessary for a proper discharge of postal work. As regards professional attainments, it is difficult to give any concise description applicable to all the various classes of a body of men which numbers nearly 40,000. For the superior posts of the Department, administrative ability, power of organization, capacity for accounts, a knowledge of the law and Secretariat qualifications are wanted: for the supervising office of Superintendent similar attainments, but of a much lower standard, are needed: while for the clerical establishment generally, care, accuracy, aptitude for figures, and a thorough knowledge of departmental system and rule are, for the most part, necessary.

The Post Office of India, as it now exists, is not solely an organization confined to the receipt, conveyance, and distribution of letters, newspapers and parcels: but it is a vast commercial undertaking conducting in its money-order, savings bank, insurance and value-payable branches large banking operations over the length and breadth of the country. Excluding purely postal work, the transactions of the Post Office during the year 1885-86 in these 4 branches alone numbered no less than 9½ millions, their aggregate value being in excess of 30 crores of rupees.

(4).—The classes of the community who seek to be employed in the Department, and the comparative capacity of each for rendering efficient service therein.

It has already been explained that undomiciled Europeans have for the last eight years been almost totally excluded from all appointments in the Post Office below the grade of Postmaster General. Thus the recruitment of the Department is practically limited to domiciled Europeans or Eurasians and to Natives by race and blood. Comparing these classes as respects efficiency of service, I would remark that the pure Native is usually specially qualified for sedentary occupation, such as the charge of a post office, while the European or Eurasian is perhaps better fitted for work of a more active character. A Native is trustworthy in money matters, obedient to rule, extracts hard work from subordinates, rarely objects to long office hours, is not addicted to exercise, and, if employed near his home, will work for a small salary. He, therefore, usually makes a good Postmaster. For the position of Divisional Superintendent, which entails duties of inspection and supervision, there is a general preference for Europeans on the part of heads of postal Circles. And there can be no doubt that in times of war and other similar emergencies it is on the European Superintendent that the Department has mainly to rely.

(5).—The existing organization and constitution of the Department.

2. Annexed is a statement showing the existing organization and constitution of the Department in the form required. An abstract of that statement is given below :—

TOTAL NUMBER OF GAZETTED APPOINTMENTS, OR APPOINTMENTS NOT BEING PURELY CLERICAL, OF SALARIES OF RS. 100 AND UPWARDS.

Description of Officers.	Europeans not domiciled in India.	Europeans domiciled in India.	Eurasians.	Natives of India.				Grand Total.
				Hindus.	Mahomedans.	Others.	Total.	
Chief Officers	17	5	1	1	...	1	2	25
Superintendents	22	54	6	29	2	5	36	120
Postmasters	2	34	48	105	11	9	125	209
Miscellaneous officers	5	33	29	88	6	7	101	168
Total ..	46	126	86	223	19	22	264	522

3. Finally I am invited to express my views on any of the above points for the information of the Sub-Committee. I hold a strong opinion to the effect that the present rule should be maintained under which members of the Covenanted Civil Service are ordinarily chosen to fill the position of Postmasters General in India. My reason for this opinion is that the importance of the office demands the selection of the very best men that can be got, and that a picked Covenanted Civilian is nearly always superior in ability and practical use to the best men that can be got out of the ranks of the Uncovenanted Service. Occasionally, of course, an Uncovenanted postal officer may be found whose qualifications are equal or even superior to those of a selected Covenanted Civilian, and in such cases I would, for the encouragement of the postal service, give preference to the Uncovenanted candidate. A Postmaster-Generalship is an appointment requiring a very large amount of individual energy and capacity of work. Unlike many other offices, this one has no really efficient subordinate agency capable of rendering material assistance in matters of importance. It is necessary to bear this in mind, because, in offices with deputies and assistants able to take a large share of work, the individual action of the head may be of less paramount importance. Writing on this subject, Mr. Kisch, the Postmaster General of Bengal, remarks that the "knowledge of the general administration of the country, of the working of the Courts, of the law of evidence, of the requirements of the public in civilized countries that every Covenanted Civilian has, is, in my opinion, a better qualification for a useful Postmaster General than practical experience in arranging a Post Office or a Railway Mail Service section." In this view I concur, and would, therefore, as already said, continue ordinarily to indent on the Covenanted Civil Service for officers required to fill the office of Postmaster General. One great advantage of this plan is that a Covenanted Civilian can be retransferred to the ordinary line of administrative duties when experience shows that his qualifications are ill-suited to the discharge of the special work required in the Post Office: but the services of an incompetent Uncovenanted Postmaster General can practically never be dispensed with until he attains the age of superannuation.

4. As regards the future recruitment of the Department for offices below the grade of Postmaster General, I would advocate no change, because, in my judgment, the best plan is to leave the selection of candidates entering a Department in the hands of those responsible for the working of that Department. Such and not competition is the rule followed by mercantile firms, and there are points of resemblance between postal work and commercial undertakings. If public competition be the accepted principle for admission into other Departments of Government, I should not oppose, though I do not advise, its extension to the Post Office for appointments above a limit of pay fixed at not less than Rs. 100. But candidates for such appointments must thoroughly accept their liability for service in any place either within or beyond the limits of India where the administration of this country may be called upon to make postal arrangements. On one point I entertain decided views, namely, that neither by examination nor in any other way should the discretion of the Director General be fettered in choosing from the ranks of the Department the best men available to fill the higher and more important posts. No officer should be able to claim a prize appointment by examination, by seniority or by any title save that of merit as adjudged by the head of the Department.

For the information of the Sub-Committee I may here add that my connection with the Post Office of India began in the year 1863, and has since continued, broken only by periods of leave For about six years I served as Postmaster General in three different provinces : 3½ years were spent by me in the position of Deputy Director General, and during nine years I have administered the Department as Director General.

5. As it seems to me that some knowledge of the past history and present duties of the Indian Post Office is requisite for a proper appreciation of the points under present consideration, I have prepared and now submit for the information of the Sub-Committee a brief review of the rise and progress of the Department. It will be seen that the responsibilities with which the Post Office in India is charged, are vast and varied, and I trust that, in any recommendations which the Sub-Committee may be pleased to make in connection with this Department, the importance of the work which it performs for the public may not be overlooked.

F. R. HOGG,
Director General of the Post Office of India.

Simla, 1st June 1887.

India.

Post Office.

Sec. II.

Statement showing the Organization and Constitution of the Post Office.

1	2	3	4						
Department.	Total number of Gazetted Appointments, or of Appointments not being purely clerical, of salaries of Rs. 100 and upwards.	Distribution of Gazetted Appointments and the other Appointments mentioned in Column 2 amongst classes and grades, with rate of pay attached to each.	Number of Appointments in each Class or Grade now held by						
			Europeans not domiciled in India.	Europeans domiciled in India.	Eurasians.	Natives of India.			
						(a) Hindus.	(b) Mahomedans.	(c) Others.	(d) Total.
Postal Department.	1	Director General of the Post Office of India at Rs. 3,000.	1	..	...	...	...	...	...
	1	Deputy Director General ... at Rs. 1,750—2,000.	1	...	...	...	...	...	...
	1	Assistant Director General ... at ,, 1,000—1,400.	1	...	...	...	...	...	...
	1	Do. ... at ,, 750—1,000.	1	...	...	...	...	...	...
	1	Do. ... at ,, 700.	1	...	...	...	..	...	...
	1	Comptroller, Post Office ... at ,, 800—1,200.	1	...	...	...	...	...	...
	1	Deputy Comptroller, Post Office, at ,, 700.	...	...	...	1	...	...	1
	1	Assistant Comptroller, Post Office .. .. at ,, 500—600.	1	...	...	...	...	...	...
	1	Postmaster General ... ... at ,, 1,750—2,000.	1	...	...	..	...	...	...
	4	Postmasters General ... ... at ,, 1,500—1,750.	3	...	...	...	..	1	1
	2	Presidency Postmasters ... at ,, 600—1,000.	..	2	...	...	..	...	...
	1	Presidency Postmaster ... at ,, 600—900.	...	...	1	...	...	..	...
	1	Deputy Postmaster General ... at ,, 750—1,000.	...	1	...	...	...	...	..
	8	Deputy Postmasters General ... at ,, 700.	6	2	...	...	...	...	...
	18	Superintendents of Post Offices, 1st Grade .. .. at ,, 400—500.	4	10	2	1	...	1	2
	28	Superintendents of Post Offices, 2nd Grade ... ... at ,, 300—400.	9	7	3	6	...	3	9
	31	Superintendents of Post Offices, 3rd Grade ... ... at ,, 250.	3	16	1	9	1	1	11
	43	Superintendents of Post Offices, 4th Grade ... ... at ,, 200.	6	21	2	12	1	1	14
	6	Assistant Superintendents ... at ,, 150.	...	4	...	2	...	...	2
	1	Do. do. ... at ,, 125.	...	...	1	...	...	...	...
	2	Do. do. ... at ,, 120.	...	...	1	1	...	...	1
	30	Do. do. ... at ,, 100.	...	16	4	6	1	2	9, one is vacant.
	1	Probationer ... ... at ,, 100.	...	1	...	...	...	...	...
	10	Inspectors ... ... at ,, 150.	...	1	5	3	..	1	4
	47	Do. ... ... at ,, 100.	...	2	3	36	4	1	41, one is vacant.
	2	Supernumarary Inspectors ... at ,, 100.	...	...	...	2	...	..	2
	2	Mail Officers, 1st Class... ... at ,, 300.	2	...	...	...	...	...	...
	1	Mail Officer, 2nd Class... ... at ,, 250.	1	...	...	...	...	...	...
	2	Mail Officers, 3rd Class... ... at ,, 200.	2	..	...	...	...	...	...
	1	Mail Officer ... ... at ,, 140.	...	1	...	...	...	...	...
	1	Assistant Mail Officer ... ... at ,, 100.	...	1	...	...	...	...	...
	3	Postmasters ... ... at ,, 400—500.	...	1	...	...	1	1	2
	1	Postmaster ... ... at ,, 350—450.	...	...	1	...	...	...	...
	4	Postmasters ... ... at ,, 300—400.	...	2	2	...	...	...	...
	1	Postmaster ... ... at ,, 300—350.	...	1	...	...	...	...	...
	1	Postmaster ... ... at ,, 300.	...	1	...	...	...	...	...
	8	Postmasters ... ... at ,, 250—300.	...	5	1	1	1	...	2
	1	Postmaster ... ... at ,, 250.	...	..	...	...	1	...	1
	7	Postmasters ... ... at ,, 200—250.	...	2	4	1	...	...	1
	5	Postmasters ... ... at ,, 200.	...	2	2	1	...	...	1
	30	Postmasters .. .. at ,, 150—200.	1	5	7	15	...	1	16, one is vacant.
	18	Postmasters ... ... at ,, 150.	...	2	6	10	...	...	10
	1	Postmaster ... ... at ,, 140.	...	..	...	...	1	...	1
	39	Postmasters ... ... at ,, 100—140.	...	3	11	23	1	1	25
	73	Postmasters ... . at ,, 100.	...	6	12	46	5	4	55
	3	Sub-Postmasters ... ... at ,, 100.	...	1	...	2	...	...	2
	1	Deputy Postmaster ... ... at ,, 400—500.	1	...	..	...	...	...	...
	1	Deputy Postmaster ... ... at ,, 300—400.	...	...	1	...	...	...	...
	1	Assistant Postmaster ... ... at ,, 300—400.	...	...	1	...	...	...	...
	1	Assistant Postmaster ... ... at ,, 250.	...	1	...	...	...	...	...
	4	Deputy Postmasters ... ... at ,, 150.	...	1	...	2	1	...	3
	2	Do. do. ... ... at ,, 100—140.	...	...	...	2	...	...	2
	4	Do. do. ... ... at ,, 100.	...	...	...	2	...	2	4
	1	Assistant Postmaster ... ... at ,, 100.	...	1	...	...	...	...	...
	1	Head Clerk and Foreman, Postal Press ... ... at ,, 100.	...	...	...	1	...	...	1
	1	Cashier ... ... at ,, 150.	...	...	...	...	...	1	1
	1	Do. ... ... at ,, 100.	...	...	...	1	...	...	1

1	2	3	4							
			Number of Appointments in each Class or Grade now held by							
						Natives of India.				
Department.	Total number of Gazetted Appointments, or of Appointments not being purely clerical, of salaries of Rs. 100 and upwards.	Distribution of Gazetted Appointments and the other Appointments mentioned, in Column 2 amongst classes and grades with rate of pay attached to each.	Europeans not domiciled in India.	Europeans domiciled in India.	Eurasians.	(a) Hindus.	(b) Mahomedans.	(c) Others.	(d) Total.	
Postal Department—*continued*	1	Booking Agent ... ... at Rs. 100	...	...	...	1	...	...	1	
	1	Superintendent, Postal Workshop. at ,, 400—500.	...	...	...	1	...	...	1	
	1	Do. Press ... at ,, 200—250.	...	...	...	...	...	1	1	
	1	Do. Director-General's Office .. at ,, 300—400.	...	...	...	1	...	...	1	
	1	Chief Superintendent, Comptroller's Office ... ... at ,, 350—450.	...	...	...	1	...	...	1	
	3	Superintendents, Comptroller's Office ... ... at ,, 200—250.	...	...	1	2	...	...	2	
	7	Do. ... ... at ,, 150—200.	...	2	...	5	...	...	5	
	1	Superintendent, Postmaster-General's Office ... at ,, 200—250.	...	...	1	...	...	...	...	
		Do. Inspector General Railway Mail Service Office ... at ,, 300—400.	...	...	...	1	...	...	1	
		Personal Assistant, Deputy Postmaster-General's Office (temporary) ... ... at ,, 300	...	1	...	...	..	...	...	
	1	Head Assistant, Deputy Postmaster-General's Office ... ... at ,, 200—250	...	...	1	...	...	...	...	
	1	Head Assistant, Deputy Postmaster-General Office ... ... at ,, 150-200	...	...	...	1	...	...	1	
	2	Managers, Dead Letter Office .. at ,, 300—400	...	...	...	2	...	...	2	
	3	Do. ... at ,, 200—250	...	...	1	2	...	...	2	
	1	Manager, Dead Letter Office ... at ,, 150	...	...	...	...	...	1	1	
	1	Do. ... at ,, 100—140	...	1	...	...	...	...	...	
	1	Do. ... at ,, 100	...	...	...	1	...	...	1	
	1	Manager, Money-Order Branch, Presidency Post Office .. at ,, 300	...	...	1	...	...	...	...	
	1	Do. Postmaster-General's Office. at , 150	...	...	...	1	...	...	1	
	1	Head Inspector, Presidency Post Office ... ... at ,, 150—200,	..	...	1	...	...	...	...	
	1	Head Clerk in Presidency and other offices ... ... at ,, 200...250	...	...	1	...	...	...	...	
	3	Head Clerks in Presidency and other offices. ... ... at ,, 200	...	...	3	...	...	...	...	
	6	Do. ... ... at ,, 250—200	...	...	4	2	...	...	2	
	1	Assistant Superintendent, Foreign Mails ... ... at ,, 200	...	...	...	1	...	...	1	
	1	Treasurer, Presidency Post Office... at ,, 200	...	..	...	1	...	...	1	
	1	Superintendent, Stable Workshop . at ,, 150	...	1	...	...	...	...	...	
	1	Manager, Stock Depôt ... at ,, 100—150	...	...	...	1	...	...	1	
	1	Head Clerk, Director-General's Office at ,, 150—200	...	...	...	1	...	...	1	
	1	Second Clerk, Registration Department, Calcutta Post Office ... at ,, 150—200	...	1	...	...	...	...	...	
	2	Disbursing Record Clerks ... at ,, 150	...	...	...	2	...	...	2	
	7	Do. do. ... at ,, 100	...	1	1	5	...	...	5	
	5	Record Clerks ... ... at ,, 100	...	...	...	4	1	...	5	
		Total ...	46	126	86	222	19	23	264	

A Brief Sketch of the Origin and Progress of the Post Office in India.

In the year 1837, the exclusive right of carrying letters by post for hire was vested in the Government. But the organization then created for working the Department was of a very primitive character, the arrangements made being more local than general. No central authority controlled the Department: the duties of Postmaster General and Presidency Postmaster were combined in one officer: district post offices remained under the charge of revenue collectors: the number of postal lines was very limited: the transmission of private letters by post was accorded as a privilege: postage could only be paid in cash, and the rates were fixed on a scale which varied not merely with weight, but also with distance. Not until the year 1854 was a cheap and uniform scale of letter

postage irrespective of distance introduced, the minimum rate for letters weighing ½ tola and under being then fixed at ½ anna: postage stamps were manufactured, and the administration of the Department placed under the control of a Director General. A few years later, the account and audit branches of the Department were centralised in one office at Calcutta, conditions were prescribed under which new post offices might be opened, sorting by railway was begun, and in 1866 a new Post Office Act was introduced, under which the public obtained increased benefits in the shape of cheapened rates of postage.

2. Various modifications in the rates and conditions of postage, involving considerable sacrifices of revenue, have from time to time been effected, some of the more important of which will now briefly be noticed.

During the year 1869 the limits of weight allowed for the several rates of inland letter postage were doubled: and in 1871 the postage chargeable on newspapers was lessened from ¼ anna to ½ anna. Reductions were made, in 1872, of parcel rates from 6 annas to 4 annas per 20 tolás and also in the postage on pamphlets and trade circulars from 2 annas to 1 anna per 10 tolás. A further diminution in the packet rate from 1 anna to ½ anna per 10 tolás occurred in 1877-78, and additional concessions were then granted in connection with parcels. The extra charge levied in cases of re-direction was abolished in 1877. India is one of the few places in which articles can be re-directed over the length and breadth of the country free of expense to the public. In the year 1879 the registration fee on inland book and pattern packets was lessened from 4 annas to 2 annas, and, two years later, this reduction was extended to articles of all classes, both inland and foreign. Post cards of two kinds were introduced into India in 1879: the Indian inland post card is the cheapest in the world. Five years ago the rate of postage on light newspapers not exceeding 3 tolás in weight and posted under special conditions was reduced from ½ anna to ¼ anna. An enormous impetus was thus given to the sale of native papers, the number of copies of light papers posted under this privilege having more than doubled itself since the new system was started in the year 1881.

3. A very cheap scale of rates for the treatment of official correspondence was introduced in 1873, and, five years, later a further reduction took place, the rates then fixed being still in force: they are shown in the following table:—

Official Postage Rates.

Prepayment is optional in all cases, except for registered articles; unpaid rates are the same as the prepaid rates.	Letters.	Packets.	Parcels.
	As.	As.	As.
Not exceeding ½ tola	½	½	4
Exceeding ½ tola and not exceeding 10 tolás.	1		
Exceeding 10 tolás and not exceeding 20 tolás.	2	1	
,, 20 ,, 30 ,, .	3	1½	8
,, 30 ,, 40 ,, .	4	2	
Exceeding 40 tolás	1 anna per tola.	½ anna per 10 tolás.	
Exceeding 40 tolás and not exceeding 80 tolás	...	.....	12
For every additional 40 tolás	...	.....	4

4. From a very early date the agency of the Post Office was utilised for various non-postal services, such as the duty of laying palanquin dáks for travellers, the management of staging bungalows, the transmission of goods by bullock train, and the conveyance of passengers by mail cart or parcel van. In the year 1863-64, steps were taken for the gradual withdrawal of the Post Office from all connection with the laying of traveller's palanquin dáks and with the management and control of staging bungalows. But the bullock train and mail cart service continued as non-postal branches of the Department until gradually superseded by railway extensions. The last remnant of these services still exists on the line between Umballa and Simla, where the Department still works a bullock train and passenger service line for the use of the public.

5. In the year 1868 the plan of sorting paid letters and newspapers while in transit by sea between Bombay and Suez was adopted: the overland mails are thus landed in Bombay ready for despatch inland, and the frequent detention of large portions of the mail for an entire day in Bombay is obviated.

6. One formidable difficulty with which the Post Office in India has to contend, is the variety of its languages and characters: these number more than 100, and this multitude of tongues renders the perfect equipment of offices a sheer impossibility. Another source of trouble lies in the native habit of adding superfluous matter to the addresses of their letters, thus increasing greatly the labors of the Sorting Department. The easiest work which a sorting section in this country has to dispose of is the overland mail, for the simple reason that the directions are written almost solely in English, and after the English method.

7. Since the year 1854 the parcel post, only recently started in Great Britain and in some other European countries, has formed part of the Indian inland system. At first the scale of charge

varied both with weight and distance and the distance limits were numerous: subsequently these limits were reduced in number, and in 1869-70 the charge by distance was wholly superseded by a uniform rate of charge irrespective of distance. A parcel post with the United Kingdom was established in 1873: but, as no assistance could then be obtained from the British Post Office, the agency of the P. and O. Company had to be used for working the exchange in England. In 1885 a direct parcel exchange with the British Post Office was begun. Parcel exchanges were arranged with Germany in 1875, with Austro-Hungary and with Ceylon in 1876, with the Straits in 1877 and with China in 1882.

8. A treaty concerning the formation of a General Postal Union came into force in July 1875 and, one year later, British India joined the Union. The great distance between this country and Europe gave rise to a difficult and troublesome question as to the cost of sea transit, and this question had to be settled by a special meeting of delegates at Berne in January 1876 before India could be admitted into the Union.

9. Up to the year 1877-78 the policy of the Indian Postal Department had been to discourage the retention of cash by its post offices, and to avoid all money risks: but the close of that year witnessed a new departure when the Department entered upon a series of commercial undertakings, which have converted post offices into banks, and entailed very serious pecuniary responsibilities. The first of these measures is what is known as the value-payable system, under which the Post Office consents to realise from the addressee and remit to the sender the declared value of the contents of a parcel or other article. After a small beginning this busines has assumed large dimensions, and now is a common and popular method for the supply of goods by tradesmen at large centres to up-country residents. The growth and extent of the value-payable system are shown in the following abstract:—

Value-payable system, Year.	Number of articles sent under the value-payable system.	Value declared for realisation.	Commission.
		Rs.	Rs.
1877 (from the commencement of the system in December 1877), 4 months.	413	6,721	195
1878-79	7,408	1,32,109	3,942
1879-80	25,589	3,49,857	11,498
1880-81	49,389	5,76,574	13,413
1881-82	99,416	10,80,543	19,838
1882-83	174,301	16,86,098	32,568
1883-84	287,377	28,08,873	53,450
1884-85	338,930	34,35,045	65,571
1885-86	436,115	45,32,803	85,530

10. A system of insurance for letters and parcels, covering all risks without limit as to value at a charge fixed originally at ½ per cent., but soon reduced to ¼ per cent., began to work in 1878. The development of this business was rapid, and the gross yearly value for which articles are insured by the Indian Post Office amounts to nearly 7 crores of rupees. In England, where a similar system has recently only been introduced, no parcel or registered letter can be insured for more than £10.

11. Evidence as to the popularity of the Post Office among the natives of this country is afforded by statistics in the Money-order Branch of this Department. In the year 1862 the Treasury Department undertook the transaction of inland money-order business, which it conducted till 1880, when the work was transferred to the Post Office. Almost immediately the business more than quadrupled itself, as the marginal figures will show, while the subsequent yearly expansion has been very great. In India the sender of a money order is required to do no more than fill a form of acknowledgment, to which a coupon is attached: on this coupon the sender can write a communication to the payee. The Post Office undertakes to send both order and coupon to destination, to pay the amount of the order at the payee's residence, to get his acknowledgment, and to deliver it to the sender. All this work is done for a charge of about 1 per cent. only. In England and in the great majority of other countries no one can cash an order without a visit to the Post Office: India is one of the very few countries in the world where money orders are paid at the recipient's door. Statistics showing the extraordinarily rapid growth of this business are entered below. More than 4 millions of orders were issued in 1885-86, their gross value exceeded 9½ crores of rupees, and the commission realised was in excess of 11½ lakhs. Postal money orders are largely used by the poorer classes of natives in this country: indeed, 57 per cent. of the orders are for sums not exceeding Rs. 10 in amount:—

	Number of money orders.	Value of money orders issued.	Commission realised.
		Rs.	Rs.
Monthly average for the year 1878-79 under the old system ...	20,605	7,43,727	8,823
Figures for March 1880 under the new system.	98,617	31,03,034	37,810

Inland Money Orders.	Total Number of Money Orders issued.	Total Value of Money Orders issued.	Commission realised.
	No.	Rs.	Rs.
During the last quarter of the year 1879-80, being the commencement of the business	2,32,639	72,48,208	84,901
During the year 1880-81...	1,604,174	4,57,08,580	5,35,976
,, 1881-82...	2,157,796	5,73,32,027	6,79,073
,, 1882-83...	2,565,904	6,46,84,183	7,70,958
,, 1883-84...	3,034,894	7,31,24,179	8,84,925
,, 1884-85...	3,550,257	8,20,88,559	10,06,226
,, 1885-86...	4,163,078	9,38,27,375	11,63,830
Percentage of increase over the year 1884-85	17·26	14·30	15·66

Besides its inland transactions the Post Office of India exchanges money orders with most of the important countries in the world.

12. Further evidence of the popularity of the Post Office in India is to be found in its savings bank transactions. Government savings banks in India date from the year 1870, when they were introduced by the Treasury Department. When the Post Office established savings banks in the year 1882 the district savings banks were not abolished, but the old and new banks worked side by side. After an existence of three years the business in the Post Office banks was so extensive, that the closure of the district banks was ordered. The yearly growth of the Post Office Savings Bank is shown by the following figures. Facilities to the public are also given for the purchase and sale of Government promissory notes through the agency of the Post Office, and for transferring Government securities held to the Comptroller General for custody :—

Year.	Number of depositors.	Amount at credit.
		Rs.
1882-83	39,121	27,96,796
1883-84	84,848	75,14,454
1884-85	122,599	1,34,41,910
1885-86	155,009	2,25,45,890

13. Towards the close of 1883 a scheme was begun having for its object an enlargement of the operations of the Telegraph Department by the utilization of the more extensive agency of the Post Office. All post offices were then constituted receiving offices for the reception of inland telegrams and for their transmission by post to the nearest Telegraph Office. This was followed in 1884 by the actual performance of telegraph work by post offices. One result of this measure has been to raise the number of telegraph offices from 318 to 702. Out of these 702 offices, 439 are combined post and telegraph offices worked by the agency of the Post Office. During the year 1885-86 the work done by the Post Office for the Telegraph Department was as follows :—

	Number of messages.	Value.
		Rs.
Receiving Offices	29,876	30,010

	Number of messages signalled.	Value.	Number of messages delivered.
		Rs.	
Combined Offices	340,040	3,73,028	334,507

14. The use of the telegraph in connection with inland money-order business began in the year 1884. High rates of charge were originally fixed, which in January last were considerably reduced. During the year 1885-86, 12,490 telegraphic money orders were sent of an aggregate value of about 8½ lákhs of rupees. It may here be added that in the United Kingdom, the United States of America, and many other countries telegraphic money-order business is not undertaken by the Postal Department.

15. Since October 1884, British postal orders of numerous denominations, varying from 1s. to 1£, have been offered for sale to the public in India through the agency of the Post Office. These orders are payable in the United Kingdom, and provide a convenient means for the remittance of small sums from this country to Great Britain. For the benefit of British troops, arrangements have been made for the sale of these orders through regimental vendors. In the year 1885-86, 15,910 British postal orders were sold, of the gross value of £11,309.

16. One anna revenue or receipt stamps have since last year been sold at all post offices.

17. In 1884-85 a very important experiment was tried in the Benares Division, under which the inland money-order system was rendered available for the remittance of land revenue. This scheme possesses several advantages, one of which consists in saving zamindárs the trouble of making long journeys by road for the purpose of paying their land taxes into the Government treasuries. During the year 1886-87 the number of revenue money orders issued was 57,888, and their total value Rs. 10,87,093-3-11. Success having been established, the scheme was last year extended to the whole of the North-West Provinces and Oudh. It has also recently been introduced into the Lower Provinces of Bengal. A somewhat similar measure has only just been begun in the North-West Provinces and Oudh, the object being to enable rayats to remit the rent due by them to zamindárs through the method of "Rent Money Orders."

18. With the object of encouraging providence among the members of this Department, scheme of life insurance for the benefit of all postal employés was introduced in February 1884. Since that date any postal servant, whether European or Native, has had the option of insuring his life on the security of the Government up to the maximum limit of Rs. 4,000. At the close of last year, 674 policies were in existence representing a total insured amount of Rs. 84.74.75. The Post Office is the only branch of the public service in India the members of which enjoy the privilege of insuring their lives under a State guarantee.

19. Each of these numerous fresh classes of postal business imposed more and more work on the Department, thus necessitating frequent revisions and alterations in the detailed rules issued and in the books and forms prescribed for departmental use. How best to graft these novel transactions on the then existing system, without incurring a ruinous expenditure in the shape of additional establishment, became a serious problem, and the difficulty was enhanced by the fact that the Post Office employs largely a cheap agency on low salaries, for the guidance of whom very specific instructions are needed. In a department like the Post Office, where masses of documents have to be filled in, great economy can be gained by the exclusion of even trifling entries from the forms and receipts which are in daily use at thousands of offices. As each accession of business was undertaken, every book and form had carefully to be scanned, with the object of abolishing all that was not absolutely required, and of simplifying the remainder. The result of these frequent revisions is that one clerk can now practically discharge the duties for which three clerks were employed under the system which prevailed fifteen years ago.

20. Another way in which the Post Office has tried economically to extend its operations consists in resort to schoolmasters, shopkeepers and other extraneous agents for the performance of postal work at places of small importance. Minor offices have thus been considerably multiplied in the interior of districts at a minimum cost to the State. The number of post offices, both Imperial and district, worked by such extra departmental agents on the 1st April last was 2,811. Very small salaries are usually given in India for the management of post offices. From statistics taken in 1885 it seems that out of a total of 6,304 Postmasters employed in that year, 450 only drew a pay of more than Rs. 40 per mensem.

21. Turning now to financial results. The regular accounts of the Department are kept in a central office at Calcutta by the Comptroller Post Office, and the following abstract exhibits the receipts and charges of the year 1885-86 as contained in those accounts. Under the heading of "Purely Postal" are included all receipts and charges connected with correspondence of every description, with money orders and with savings banks. No income at all is yielded by the savings banks.

1885-86.

	Receipts.	Charges.	Remarks.
	Rs.	Rs.	
Purely Postal	1,07,26,055	95,48,017	Net revenue, Rs. 11,78,938.
Non-postal ... Bullock Train	1,44,795	1,48,231	Deficit, Rs. 3,436.
Non-postal ... Passenger service on mail-cart line.	2,16,745	2,16,745	
Contract subsidies paid through the Post Office, but employed also largely on general and military considerations	.....	5,45,154.	

These results may be summarized as follows :—

A net revenue in the purely postal department, of Rs. 11,78,938.

A net deficit in the Bullock Train Department, of Rs. 3,436.

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But there are certain items of charge which though entered in the Civil Accounts of the Empire, do not pass through the regular accounts kept by the Postal Department. These items are noted on the margin, and amount to Rs. 13,82,340. If this expenditure be added to that shown in the regular accounts referred to above, and if the full charge be accepted on account of Marine contract subsidies, which for convenience only are managed and paid by the Post Office, then the total disbursements of the Department will be raised to Rs. 1,18,40,487. According, therefore, to the Finance and Revenue Accounts, the Postal Department was worked at a loss of about 7½ lákhs of rupees in the year 1885-86.

Items included in the Financial and Revenue Accounts, but not included in the regular accounts of the Postal Department:—

	Rs.
Stores from England	3,71,390
Payments under postal arrangements with Lords of the Treasury ...	6,80,000
Exchange charges in England ...	3,30,950

But the true financial position of the Post Office is shown neither by the regular accounts of the Department nor by the Civil Accounts of the Empire. Other expenditure is incurred, which finds no place in either of these systems of account, but which nevertheless is properly debitable against the Postal Department. Including this expenditure, which has been detailed on the margin, and deducting therefrom the non-postal share of Marine subsidies, the deficit of the Post Office is increased to Rs. 14,58,917. It should be remembered that this deficit includes the cost of savings bank work which to the Post Office is a service of expenditure only, though it encourages thrift throughout the country and fills the Government Treasury with money provided at a low rate of interest.

Items not included under charges in the Financial and Revenue Accounts:—

	Rs.
Cost of stationery supplies by the Superintendent of Stationery ...	1,44,856
Railway free service estimated ...	2,54,529
Value of service rendered to the Post Office by the Government Press ...	45,119
Rent of Government building ...	3,13,300
Gratuities	4,200
Leave allowances paid in Great Britain	10,720
Pension, being the average of 5 years capitalised at 10·165 years' purchase	1,81,740
	9,54,464
Deduct share of Marine subsidies charged in the Finance Accounts, which should have been borne by Military, Political, and other Departments	2,47,539
	7,06,925

22. Some conception of the vast development of the Postal Department in India can be formed by the following figures showing the progress made during each of the four decades which occurred between 1855-56 and 1885-86. When considering these statistics it should be borne in mind that the expansion of the Department has not been limited to a multiplication of offices and lines and to enormous increases of correspondence, but has also comprised the addition of various kinds of extraneous business, to which reference has already been made:—

	1855-56.	1865-66.	1875-76.	1885-86.
Total number of Imperial Post Offices	753	1,538	3,631	6,849
Do. letter boxes	.....	.....	4,447	9,056
Total mileage of postal lines	36,313	46,997	57,044	62,487
Total number of articles given out for delivery ...	33,286,000	60,913,000	119,470,000	243,083,000

23. A table is given on the margin, which represents the yearly progress made by the Post Office in its correspondence, revenue from private correspondence, and expenditure since the year 1855-56, that being the first complete year following the introduction of cheap postage in the year 1854.

	Comparison of number of letters and newspapers (those of 1855-56 being represented by 100.)	Comparison of Revenue from private correspondence (that of 1855-56 being represented by 100.)	Comparison of expenditure (that of 1855-56 being represented by 100.)
1855-56, first complete year of new rates	100	100	100
1867-68, thirteenth ditto	207	237	161
1868-69, fourteenth ditto	228	258	182
1869-70, fifteenth ditto	253	246	190
1870-71, sixteenth ditto	257	235	175
1871-72, seventeenth ditto	269	272	173
1872-73, eighteenth ditto	279	279	177
1873-74, nineteenth ditto	328	284	184
1874-75, twentieth ditto	348	305	189
1875-76, twenty-first ditto	352	326	191
1876-77, twenty-second ditto	368	345	196
1877-78, twenty-third ditto	387	378	206
1878-79, twenty-fourth ditto	394	390	222
1879-80, twenty-fifth ditto	428	417	234
1880-81, twenty-sixth ditto	476	452	252
1881-82, twenty-seventh ditto	507	459	270
1882-83, twenty-eighth ditto	550	478	290
1883-84, twenty-ninth ditto	598	508	303
1884-85, thirtieth ditto	646	526	308
1885-86, thirty-first ditto	711	559	320

F. R. HOGG,
Director General of the Post Office of India.

Simla, the 1st June 1887.

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Section II.—Note on the Postal Department by the Postmaster General of Bengal.

In order to explain the organization of the Indian Postal Department, it is necessary to state, in the first instance, what the Post Office has to do. Its most important business is the conveyance annually between different parts of India of 240 millions of articles—letters, post cards, newspapers, parcels, and book packets. About 212 millions of these articles are letters and post cards. For the carriage of these letters and other articles, the Postal Department has had to organize 62,500 miles of mail lines. A little more than one-third of this mileage is now traversed by independent railway and steamer services, and the Post Office has in such cases two main duties to perform—first, to negotiate with the railway and steamer administrations or companies, so that the mail trains and steamers may correspond with other mail lines and services; secondly, to organize and maintain travelling postal services in the trains and steamers. The remaining two-thirds of the mail lines in India—some 40,000 miles in all—consist of runners, country boats, and mail cart, horse, and camel lines, and their entire organization and maintenance rests with the Postal Department. For the receipt and delivery of the 240 millions of articles carried annually from one part of India to another, the Department maintains 8,278 post offices, and employs some 14,000 postmen and village postmen.

2. Besides undertaking the carriage and delivery of correspondence and other articles, and maintaining the necessary mail lines and establishments, the Post Office conducts several other large classes of business, some of which have originated in the Department, while others have been transferred to it from other departments. The most important of these undertakings are :—

(1) The Money-Order Department.
(2) The Savings Bank.
(3) The insurance of valuable articles in transit.
(4) The value-payable post.
(5) The Postal Telegraph Department.

In the Money-order Department the Post Office undertakes the remittance of money either by post or telegram. The total number of transactions in this Department last year was more than 4¼ millions, and the aggregate of the amounts remitted and paid nearly 9 crores of rupees. In the Savings Bank Department the Post Office holds now some 222,000 accounts, with an aggregate credit balance of more than four crores of rupees. Under the insurance system the Department insures annually some 280,000 articles of the declared and insured value of seven crores of rupees; and, through its Value-payable Department, the Post Office last year was the medium for the transaction of a cash business of some 45 lákhs in value between firms in Calcutta and the other large towns of India and their customers in the interior. The postal telegraph branch of the Post Office is a new branch, but one that has grown rapidly since its organization in December 1883. Of 634 Government telegraph offices at the close of last year, 388 were worked through the Post Office, the signallers being appointed by the Postal Department, and being solely under the control of the supervising officers of that Department.

3. Somewhat more than one-half of the whole business of the Postal Department, as summarized in the preceding paragraphs, is transacted in the provinces of Bengal, Assam, the North-West Provinces, Oudh, and the Punjab, which I have been appointed to represent on the Sub-Committee.

4. The organization of the Department is as follows. The Director General, who is the head of the Department, conducts all negotiations with foreign postal administrations, supervises and controls the whole postal administration of the country, and prescribes in detail the working rules of each branch of the service, those rules in a department like the Post Office being necessarily the same for the whole of India. The control and reconciliation of the accounts of the whole Department are under the Comptroller of the Post Office, assisted by a Deputy Comptroller (a pure Native, pay Rs. 700 with a local allowance of Rs. 200), an Assistant Comptroller (a European, pay Rs. 500 to Rs. 600), a Chief Superintendent (a pure Native, pay Rs. 350 to Rs. 450), 10 Superintendents and other Assistants on pay varying from Rs 150 to Rs. 250, of whom 7 are Natives by blood as well as birth, and a large office staff, all of whom are Natives of India, and the vast majority Natives by blood as well as birth. The travelling post offices, which sort articles in the railway vans and on steamers closely connected with railway lines, are under the Inspector General of the Railway Mail Service, with a staff of 15 Superintendents (pay Rs. 200 to Rs. 500) and 34 Assistant Superintendents (pay Rs. 100 to Rs. 150). For the supply of postal stores there is a large workshop at Aligarh under a Native Superintendent (pay Rs. 400 to Rs. 500), with a large staff composed almost exclusively of Natives. There is only one man in the workshop who is not a pure Native by blood.

5. For the administration of the Department in the several provinces, the organization and supervision of post offices and of mail lines other than those on railways and steamers, the whole of India is divided into 14 postal Circles,* five of which, *viz.*, Bengal, Madras, Bombay, the North-Western Provinces, and the Punjab, are under Postmasters General (pay varying from Rs. 1,500 to Rs. 2,000), and nine under Deputy Postmasters General (pay of eight Rs. 700 each, and of the

*Bengal.	Eastern Bengal.
Bombay.	Oudh.
Madras.	Assam.
N.-W. Provinces.	Burma.
Punjab.	Rájputána.
Behar.	Central India.
Central Provinces.	Sind and Beluchistan.

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ninth Rs. 750 rising to Rs. 1,000). Of the Postmasters General, 3 are English Covenanted Civilians, one a Military Officer (the Postmaster General of the Punjab), and one a Native Covenanted Civilian (the Postmaster General of the North-West Provinces). Of the Deputy Postmasters General, 6 are Europeans and 3 Statutory Natives of India. For an acting appointment, as Deputy Postmaster General of Behar, a Native of India by blood as well as birth has just been appointed.

6. The supervising staff under the head of each Circle consists of Superintendents and Inspectors. The following tabular statement shows the number of Superintendents and Inspectors in each of the circles that I am representing:—

Circle.	Superintendents.		Inspectors (all pure Natives except one).
	Europeans and Statutory Natives.	Pure Natives by blood.	
Bengal	10	7	24
North-Western Provinces ...	9	6	35
Punjab	10	2	20
Behar	5	1	12
Eastern Bengal . ..	.....	1	7
Oudh	1	1	11
Assam	3	.....	6
Total ...	38	18	115

Of the 56 Superintendents shown above, 10 are stationary officers of the head-quarters of the different Circles employed in checking parcel receipts and certain other postal vouchers and documents which are forwarded to them weekly from all post offices in their jurisdiction. With an insignificant number of exceptions, the pay of the different grades of Inspectors varies from Rs. 60 to Rs. 100 per month; the pay of Superintendents from Rs. 200 to Rs. 500 per month. The work of Inspectors is the inspection of the smaller post offices and mail lines. In some of the smaller Circles, in which there are few or no Superintendents, some or all of the Inspectors are directly under the Deputy Postmaster General. In the other Circles the Inspectors are all subordinate to the Superintendents. Each Superintendent has to supervise the postal administration of two or more Districts, and has often 100 or 150 post offices under his control. All Postmasters, except those in charge of very large post offices, are subordinate to the Superintendent.

7. Excluding the Presidency Postmaster of Calcutta, there are altogether 61 Postmasters not under Superintendents in the Circles that I represent. Of these 38 receive pay, the maximum of which is not less than Rs. 200 per month. I classify them below:—

Postmasters.

Circle.	Europeans and Statutory Natives.	Pure Natives by blood.
Bengal	1	3
North-West Provinces	8	8
Punjab	9	2
Behar	1	3
Eastern Bengal	1	.....
Oudh	2	.....
Assam	.....	.....
Total ...	22	16

8. Besides the officers mentioned above, there are the following officers in the seven Circles that I represent, who draw salaries, of which the maximum is not less than Rs. 200 per mensem:—

	European or Statutory Natives.	Pure Natives.
Presidency Postmaster, Calcutta	1	.....
Manager, Dead Letter Office, Calcutta	.....	1
Deputy Postmaster, Calcutta	1	.....
Assistant Postmaster, Calcutta	1	.....
Manager, Money-Order Branch, General Post Office, Calcutta	1	.. ...
Treasurer, General Post Office, Calcutta	.....	1
Head Clerks, &c., of Departments of the General Post Office, Calcutta	4	.....
Head Inspector of Town Sub-Post Offices, Calcutta	1	.....
Superintendent, Postmaster-General's Office, Calcutta	1	.....
Manager, Dead Letter Office, North-West Provinces	.....	1
Manager, Dead Letter Office, Punjab	.....	1
Head Assistant, Deputy Postmaster-General's Office, Behar	.....	1
Total ...	10	5

All the 10 officers shown in column 2 of this statement are Statutory natives of India.

9. The general rule of April 1879, restricting all appointments with a pay of Rs. 200 and upwards to "Natives of India" as defined in section 6 of the Statute, 33 Vic., cap. 3, applies to all appointments in the Post Office in the circles I represent. In circulating the resolution of the Government of India on this subject, the Director General (Mr. Monteath) said "that the prohibition of the appointment of Europeans to offices carrying salaries of Rs. 200 and upwards makes it obviously inexpedient to appoint them to the inferior grades, as it would not be desirable (except under special circumstances) to have Europeans in the inferior grades with prospects thus limited." From the date of this order, therefore, all appointments in the Department have been practically restricted to Natives of India as defined in the Statute, and under a departmental rule the certificate of health and age submitted with an officer's first pay bill must contain a certificate to the effect that the officer is a Native of India. So far as I have been able to ascertain, the rule barring the appointment to the Postal Department of any one who is not a Native of India has since its promulgation only been set aside in four cases in the seven Circles that I represent. The only other departmental rule regarding the race to which postal officers must belong is a rule issued by the Director General in 1875, that the office of Inspector of Post Offices in the interior must never, without the Director-General's special sanction, be filled by any one who is not a pure Native of India. No exception to this rule has, I believe, ever been made, except in the case of an Inspector of post offices in districts devoted to tea-planting; and, as shown above, out of 115 Inspectors only one is not a pure Native by blood.

10. Except in the Postal Telegraph Branch, the technical requirements of the Department are such as can only be acquired by practice in the Department. For the Postal Telegraph Branch, candidates, whether already in the Department or outside it, have to undergo a training in one of the training classes of the Telegraph Department, and no man is appointed until he has received a certificate of competency as a signaller.

11. For efficient service in the Superintendent's grade, an officer must have a thorough knowledge of the routine of the postal system in every branch; he must be a good accountant, able to examine and check the accounts of any post office he visits, and detect any fraud or attempt at fraud; he must be a man of active habits, able to move at the shortest notice to any part of his division; he must be sufficiently well educated to be able to correspond and hold his own with district officers and all other local officials, as well as with the general public. It is also a great advantage for him to have sufficient legal knowledge, to enable him to conduct prosecutions in courts in the interior of the country. Owing to the extensive business transactions of the Postal Department, this knowledge is now almost a necessity.

12. Postmasters whose pay is not less than Rs. 200 per month and Superintendents appoint all their subordinates whose pay is not above Rs. 30 per month. They also nominate for appointments up to Rs. 100 per month in value. The Presidency Postmaster appoints all his own subordinates, whose pay does not exceed Rs. 100 per month, and for other appointments he submits a nomination. The powers of a Postmaster General and Deputy Postmaster General to appoint subordinates extend to all appointments on a pay of less than Rs. 200 per month. Appointments to offices carrying a pay of Rs. 200 or more are made by the Director General on the nomination of the head of the Circle. The appointments of Deputy Postmaster General are made by the Director General himself; those of Postmaster General, Comptroller of the Post Office, and Presidency Postmaster, by the Government of India.

13. Excluding signallers, appointments below the grade of Superintendent are ordinarily filled up by promotion from within the Department, only vacancies at or near the bottom of the Department being filled up by outsiders. Superintendents are appointed by the promotion of deserving Postmasters and Inspectors when competent men in those grades are available; when such men are not available, probationers are taken from outside the Department and trained to postal work. Deputy Postmasters General and the Presidency Postmaster are appointed from the Superintendent's grade and from Postmasters of large offices.

14. Apart from appointments on Rs. 200 and upwards, all of which have been dealt with above in detail, it may be said that all appointments in the Postal Department in the seven Circles I represent are filled by pure Natives of India. To this there are a few exceptions in the General Post Office of Calcutta and elsewhere, but they are so few as to be insignificant.

H. M. KISCH.

Section II.—Note on the Postal Department by the Postmaster General, Bombay.

I make no apology for expressing my own views on the various points with which the Public Service Commission will have to deal in connection with service in the Post Office. The Postmasters General of the three Presidencies have been appointed to sit as local members of the Sub-Committee, and have, therefore, been debarred from giving evidence themselves. In some respects, they are in the best position to speak with authority on these points, and I have, therefore, thought it right to place my views on record.

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2. The organization of the Department has already been briefly described in a memorandum submitted to the Sub-Committee by Mr. Kisch, Postmaster General, Bengal. The ultimate control of the Post Office is vested in the Director General, but the practical administration is in the hands of the heads of Circles, and the Postmasters General are allowed to occupy a position of great independence and authority. Of the nature of their duties and responsibilities I wish to give some description, as outside the Department so little is known of its working that a good deal of misapprehension prevails on the subject. Apart altogether from what may be called postal work proper, there are numerous other branches of work which constantly demand their time and attention. In the first place, the number of subordinates is immense. In the Bombay Circle there are more than 4,000 in the grades entitled to superior service pensions, to which postmen have recently been admitted by the Secretary of State in consideration of the responsible nature of their work. With this enormous body of subordinates it can be readily understood that there is a large and important class of cases in connection with departmental offences, appeals regarding promotions, dismissals, and so on, while the pension cases are numerous and especially difficult to deal with, owing to the fact that the service of postmen, runners, and others almost entirely depends on oral testimony. Then the business transactions of the Post Office are now so extensive that they are continually giving rise to difficult questions of every conceivable kind. Cases of fraud or attempted fraud on the part of the public or on the part of departmental servants have frequently to be dealt with, and the Postmaster General has to decide whether there are grounds for a criminal prosecution, or determine what action should be taken. A knowledge of law and procedure is, therefore, necessary, and the power of dealing with evidence,—of ascertaining facts and drawing reasonable conclusions from them,—is in daily requisition. Since April 1882, (in the Bombay Circle since 1st May 1883,) the District Savings Banks have been amalgamated with the Post Office Savings Banks and at the present time there are 49,606 accounts open in the Bombay Circle. When a depositor dies, leaving a balance in the savings bank less than Rs. 1,000—and the great majority of accounts are included within this limit—the Postmaster General has to decide, on a summary enquiry, who is entitled to withdraw this money as heir of the deceased depositor. Similar powers will also have to be exercised in deciding who is the guardian entitled to withdraw from a minor's account. Cases of this kind are now of every-day occurrence, and in dealing with them a Postmaster General has not the advantage of reports from officials with the knowledge and experience of Tahsildárs or Mámlatdárs, but has to look to Postmasters, who have frequently no idea of what ought to be ascertained, or who would under ordinary circumstances be the heir of a deceased depositor or the guardian of a minor. Apart from these special classes of work, there is a certain amount of postal law and practice, nowhere very clearly laid down, which a Postmaster General must understand for the proper disposal of complaints and representations from mercantile bodies and members of the public. It is essential, too, that in dealing with references from the local Government, he should be able to speak with authority, and base his recommendations on some intelligible principles of action. Postal interests, whether in matters financial or in matters more purely departmental, do not necessarily coincide with the interests and views of the Executive authorities. The Bombay Postmaster General has, in addition to what has been already described, several branches of work that are special to this circle. Under his control are the British Indian post offices at Zanzibar, on the Somali coast and in the Persian Gulf and Turkish Arabia, and as regards these, and especially the latter, difficult questions of a semi-political nature are constantly arising.

Superintendents	16
Inspectors	19
Disbursing Postmasters	26
Postmasters, &c.	596
Other Agents	574
Clerks	654
Postmen	2,042
Overseers	73
Mail Runners, Mail Peons, &c.	2,079
Packers and other miscellaneous servants ..	325

3. For the efficient disposal of work such as I have described, a Civilian is specially qualified by education and training. As a Magistrate and in a Secretariat he will have learnt experience, fitting him to deal with these classes of cases, which no one whose official life has been wholly in the Post Office is likely to have gained. In many other ways his wider acquaintance with official life will be of advantage, and he ought, at any rate, to be imbued with a knowledge of what thorough work really means, and how essential it is that it should be obtained in every department of Government. The Post Office has done and is doing excellent work in an unostentatious way, but it is eminently a department of routine, of stereotyped replies and of enquiries that are apt to lose themselves. There is plenty of room, therefore, for fresh life, energy, and thoroughness. That complaints should be accepted as the means of discovering defective procedure, and that enquiries should end in fixing responsibility, are truths that still require daily realization. The impulse, however, must come from the top if new life is to be communicated to the working of the Department. The Postmaster General is the one man in each Circle who by personal example and constant grip on the work of his subordinates can lift them up to a higher standard of work and effectually maintain a thorough administration; and an official who has grown up in the midst of Post Office methods, and been long inured to departmental routine is less likely to see the necessity for greater despatch and accuracy, and probably less capable of insisting on its being obtained. I believe, also, that it is a distinct advantage to the Post Office—an advantage which to my knowledge is largely recognized among the officials of the Department—that Postmasters General should have had no antecedent connection with the Post Office, and should be outside and above all personal interests and associations which almost necessarily gather round a man who has had a long career in a department like the Post Office. I am of opinion, therefore, that Postmasters General should still be drawn, solely in the interest of good work, from the Covenanted Civil Service. The pay and the independence of the position will always enable Government to obtain the services of thoroughly competent men. At the same time it should be understood that whenever a really fit man

can be found in the ranks of the Department, he should be eligible for the appointment,—and furthermore should be appointed. The Post Office is now officered, at any rate in Bombay, almost entirely by Natives of India; and though a certain proportion of Europeans will always have to be maintained for reasons which I will deal with later on, it may be taken, I think, as certain that the Department will continue, in the main, a department to be worked by Native agency. As the present time I could name native Superintendents, who in power of doing work and accepting responsibility are fit for the appointment of Deputy Postmaster General, and should a Native of India prove himself a really efficient administrator as a Deputy Postmaster General he certainly should be eligible for a Postmaster-Generalship. Only it should be most unequivocally provided that there shall be no minimizing of the real nature of the duties and responsibilities of a Postmaster General, no lowering of the tone of administration in order to justify the appointment being held by a Native of India in the Department. The Postmaster General, as I have shown, is the one man in a Presidency or Province who can make the administration of the Post Office thorough and efficient, and it is now more than ever important that there should be no weakening of his position when the Department is constantly including fresh branches of business in its comprehensive grasp, and will sooner or later absorb the telegraph work of the country. I will only add one consideration, which has been constantly forced upon me during the last six years of practical experience as a Postmaster General. As yet the various classes of Natives of India have no belief in each other as impartial distributors of patronage and promotion. As regards the selection of candidates for employment in the Post Office, it is perfectly natural that Superintendents and Postmasters should be inclined to give preference to their own fellow-castemen. They are necessarily in the way of knowing more about them, and are more likely to be able to guarantee their honesty,—a very important point even in the case of the smallest appointments in the Post Office. As to promotion, the rule in this Circle is that every case should be reported to the Postmaster General, even in the grades with regard to which Superintendents have full powers of appointment, and if any one is passed over, the reasons are required to be given and to be communicated to him. Notwithstanding this, I never go on tour without receiving representations from applicants for promotion that they have been passed over or kept back, because the Superintendent of the Division or the Postmaster is of a different caste or race to themselves. I am bound to add that my experience on the whole has been entirely in favor of the impartiality of the Postal Superintendents in this Circle, but the existence of the feeling to which I have referred is undoubted, and it has been made the subject of regretful complaint by Superintendents themselves. I am inclined to think that we have not yet reached a stage at which Natives of India will be satisfied with anything but the final arbitrament of an English official in personal matters of promotion, dismissal, and so on. Practically, the Postmaster General, who deals with the evidence, is the final authority, and if everything were to go over his head to the Director General, his powers and authority would be impaired. The matter is of special importance in the Post Office, where the number of subordinates is so large, and the feeling referred to would inevitably be a source of weakness to the administration of any Native of India as head of a large Circle.

4. The duties of a Postal Superintendent are not only those of an inspecting officer charged with the supervision of the routine business and the examination of the accounts of post offices, though the importance of the latter cannot be overrated now that the business transactions of the Post Office have increased so largely. With the expansion of the Department the scope of his duties has greatly extended, and it is necessary that he should be a man of good education and some position and character. The Divisions in which he has direct charge of postal arrangements generally comprise two Districts, and in some cases are much larger. With the extension of railways, postal communications have generally become simplified, but in some Divisions the maintenance of posts and the provision of funds in connection with the money-order system and savings banks is a constant difficulty. The Superintendent of the Konkan, for instance, whose charge extends from Bombay to Goa, has to establish each year at the beginning of the rains, when labour is difficult to obtain, long lines of post-runners to carry the mail which in the open season is conveyed by coasting steamers. Within the limits of their charges Superintendents have to correspond direct with district officers, and frequently to maintain close relations with the officials of Native States, while every where in this Presidency, owing to the large number of schoolmaster post offices, they have to be in constant communication with Educational Inspectors and Sub-Inspectors. In introducing new schemes the Post Office has of course at his command an unequalled agency for spreading notices broadcast through the country, but the rural public is not to be reached by notices; and for bringing to their knowledge such matters as the opportunities for thrift offered by the Post Office Savings Bank and the scheme for paying revenue by means of money orders, the heads of Circles have to look to the personal exertions of Superintendents. With the constant increase in the correspondence of the country, and the growth of business transactions, there is necessarily an increase in the number of complaints and enquiries, of which a very large proportion falls to the share of Superintendents. They have also constantly to deal with evidence in making investigations, and in prosecutions have to be trusted to put their cases before magistrates and in some instances to oppose pleaders in court. Taken as a whole, these duties, if efficiently discharged, constitute a sufficient demand on the intelligence and energy of a well-educated man.

5. These duties are being efficientiy discharged at the present time by Natives of India, Brahman, Parbhu and Pársi, in this Circle, who rank among the best Postal Superintendents in India; and, so far as the ordinary postal administration of the Circle is concerned, European agency in the Superintendent's grade is not, in my opinion, required, so long as men of the same character and ability as the best of the present Native Superintendents can be obtained. There are, however, outside demands to meet, for which it is essential that there should be some European Superinten-

dents. Twice in my own experience of the last six years the Postmaster General, Bombay, has been called on to organize a field post office to accompany an Indian contingent to Egypt, and it is for obvious reasons necessary that the Superintendent or Chief Superintendent in charge of postal arrangements in the field should be an English gentleman. Previous to this there had been a similar demand for European agency for postal field service in Southern Afghanistan, and occasions of this kind may arise at any time. In the past, two Native Superintendents of this Circle have either held for a short time or been offered the appointment of Deputy Postmaster General, Sind; but now that Beluchistán has been added to the Sind Circle there are military and political considerations which probably render it expedient that the Deputy Postmaster General should always be a European. In other parts of India, which I am not representing, such as Assam, it is absolutely necessary that the supervising agency should be European. In a department like the Post Office, which has to control postal arrangements by sea and land and deal with every class and section of the public, from Suez to Peshawar and from Burmah to Bagdad, the conditions of employment and responsibility are so many and various that an attempt to exclude all European agency could find favour with no reasonable man practically acquainted with the demands which the Post Office is called upon to meet.

6. Until 1884 there were special appointments of probationary Superintendents in each Circle. The probationer was attached to the office of the Postmaster General, where he had an opportunity, which he can have nowhere else, of learning how a Superintendent's work should be done. The appointment was generally held by some one from the ranks of the Department, who was selected on account of proved fitness to become a Superintendent, but was occasionally in other Circles the means of direct entrance to the Department and to the Superintendent's grade. These appointments have now been abolished, and no one who is not already in the Post Office can be made a Superintendent, while under departmental orders an examination in postal procedure and accounts has to be passed before the appointment of Superintendent can be gained. Subject to this, the selection of new Superintendents rests with the head of the Circle, and no one is allowed to appear for the Superintendent's examination who has not been recommended by him. Many of the senior officials of the Department who have grown up in the clerk and Postmaster grades, and are excellent servants of the Post Office, are quite unfit for Superintendents' appointments, having neither the requisite activity of mind and body, nor the necessary education, and, even if there were no examination to pass, would never have been selected for that grade. A man of intelligence and good education can readily acquire even the detailed knowledge of postal procedure and accounts which a Superintendent must possess, and a long training in the subordinate grades is not essential. Under the present system, the Superintendent's grade is open to any one in the Department who can prove his fitness, and the question of selection for that grade is, therefore, closely connected with the practice as to making appointments generally to the Post Office. Appointments up to Rs. 30 per mensem are made by Superintendents, and the great majority of Post Office servants enter the Department on the nomination of a Superintendent in a lower grade. In the Bombay Circle it has been a standing rule, of late years, that only candidates who have passed the matriculation examination should be admitted. The rule, however, is not enforced in some Divisions, notably Káthiawár and Kánara, where it is difficult to obtain matriculated men, and in all Divisions can always be set aside on good cause being shown. I do not, of course, consider that because a young man has shown that he is fit to begin a University education he has established any sort of claim to Government employ in the Post Office. But a knowledge of English is growing more and more essential, even in the smallest appointment in the Department, and the matriculation is some proof that a candidate knows English, while the rule acts as a check on the propensity of some Superintendents and Postmasters to appoint men of their own caste. The rule, too, as I have said, can always be set aside on production of proof that a candidate has a competent knowledge of English, and is in other respects a suitable person. At present the number of matriculated students in the Department is still small on the whole, though in some Divisions, especially the Gujarát Division, it is much larger than elsewhere. But although the majority of Post Office servants enter at the bottom, recruiting to some extent goes on all along the line. Occasionally a candidate of rather better position in life, the son of an old Government servant in the Post Office or some other department, or with higher educational qualifications is appointed at once by the Postmaster General on a salary of Rs. 40 or Rs. 50. Occasionally also men have been transferred from other departments of Government. Of the present Superintendents 7 have risen from the bottom of the Department, 2 of them, one an Eurasian and the other a European beginning on Rs. 40 per mensem, the minimum of subsistence for men in their class of life, and the other 4 Natives of India—beginning on pay ranging from Rs. 15 to Rs. 25. Of the others, one, a European, who was transferred from the Army Medical Department, began at once on Rs. 150 per mensem as a Postmaster, while the rest began as Inspectors or clerks or Postmasters on some fairly substantial pay. A clerk who is a B.A. has lately been appointed to my office on Rs. 40 per mensem, and another B.A, who is the son of a Postal Superintendent in the Circle, is employed on the same pay in the Bombay General Post Office; but the number of men, with University education, in the Post Office in this Circle is very small. There are, however, a certain number of fairly well educated younger men who have been recruited of late years.

7. It has been suggested that a higher postal service should be constituted for Natives of India, beginning with appointments on Rs. 100 and rising through the grades of Superintendents to the post of Deputy Postmaster General, with the ultimate prospect of promotion to the appointment of Postmaster General. Such a scheme, it seems to me, is not required to give Natives of India their full share in the higher appointments, and could not be carried out without prejudicially affecting the best interests of the whole Department. It would be neither reasonable nor just to

make such a sharp line of distinction between the Postmaster's grade and the supervising officer's grade, while it would be absolutely unjust and fatal to the efficiency of the Department to debar altogether from the Superintendent's grade the great mass of officials already in the Post Office, many of whom are now fairly educated men of much the same position in life as those who would be introduced at the top, and some of whom will undoubtedly be found well qualified for the work of Superintendents. Promotion among Superintendents now goes according to Circles, and the different languages and conditions of life in the various parts of India render it impossible that there should be a general list of Superintendents for the whole of India involving frequent transfers from one province to another. The vacancies in the Superintendent's grade would, therefore, be few and far between in each Circle, and there would be no opportunity for establishing a regular system of introducing men with a higher education at once into the supervising grades of the Department. At the same time, it must be recognized that the old order of Superintendents, whether Native or European, must yield to a better educated class of men. Under the present conditions of employment we do not obtain the best educated class of Natives in this part of India, and, in future, special recruiting will have to go on more and more for higher appointments,—that is to say, a larger proportion of men will have to be appointed direct to places of Rs. 50 and higher. This will still allow the selection of men who have joined somewhat lower down when they have proved their fitness for the position of a Superintendent.

8. I wish to add a few remarks regarding the employment of Eurasians in the Post Office. At present there are very few in this Circle. The work, as a rule, is not congenial to them, judging from the small number of applications received, and their inability to read the vernacular languages of India prevents their being employed in offices in the interior. The only branch of the Department in which they have been employed to any extent is in the Sea Post Office between Bombay and Suez, where they have done well as sorters dealing with English letters. I may be allowed to give below an extract from a letter addressed by me to the President of the Eurasian and Anglo-Indian Association of Western India in 1885, in answer to a request for assistance in providing employment in the Post Office for respectable Eurasian and European young women, on the analogy of what had been already done in the direction of employing female labour in post offices and telegraph offices in England, America and the British Colonies:—

"I have strong sympathy with the objects of your Association and have already had the subject of employing Eurasian young women in the Post Office in this Presidency under consideration on learning that something had been done towards that end in Calcutta. The difficulty, however, is not merely of taking the initiative, as the Council seems to think, in what may be regarded as a new departure. There is a practical difficulty at the bottom of the whole question, which, so far as I can see, cannot, at present, be surmounted. At small offices where the staff consists of a Sub-Postmaster or of a Sub-Postmaster and a clerk, it is absolutely necessary that the person in charge should be able to read the vernaculars, which the class on whose behalf you write are unable to do. This disability has already been found a marked limitation on the field of employment in the Post Office for European and Eurasian men who, speaking generally, can only be given appointments in large offices, where the sub-division of labor makes it possible to provide them with work to be done entirely in English. But for women this class of appointment, as recognized by the Council of the Association, in the letter now under reply, is unsuitable."

In reply to a further reference as to the extent of the knowledge of reading the vernacular required in the Post Office I wrote as follows:—

"The knowledge of the vernacular required from a Postmaster or a clerk at an independent office is, as you rightly suppose in the 5th para. of your letter under reply, the power of reading readily addresses frequently written in very bad handwriting in the vernacular language of the district, and it is just this power which Eurasian clerks, who can speak vernacular languages as well as the Natives of the country, never seem able to master. It is a matter, however, which can always be very easily put to the test in the case of applicants for employment."

Bombay,
Postmaster General's Office,
Dated the 20th July 1887.

A. U. FANSHAWE,
Postmaster General,
Bombay.

Further Note by the Postmaster General, Bombay.

The rule regarding employment in the Post Office in the three postal Circles which I represent for the moment is the same as in the rest of India,—that is to say, the employment of Europeans, other than Natives of India within the meaning of the Statute 33, Victoria, Chapter 3, has been prohibited. This rule, however, is not applicable to the appointments of mail officers of the Sea Post Office working between Bombay and Suez, or to the Aden Post Office, and a newly created appointment, in 1883, of Superintendent of Post Offices in the Persian Gulf and Turkish Arabia, which are under the control of the Postmaster General, Bombay, was specially excluded by the Government of India from its operation.

2. The higher grade appointments may be taken to be those of Superintendents of postal Divisions who begin on a salary of Rs. 200 per mensem, and rise to a salary of Rs. 500 per mensem, and of Postmasters of important post offices beginning with a salary of Rs. 100—140. There are also a number of well-paid special appointments in connection with the office of the head of a Circle, and the Presidency Post Office, Bombay, a list of which will be given further on.

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3. The number of Superintendents in each of the three postal Circles—Bombay, Sind and the Central Provinces,—is given according to a race classification between Europeans and Natives of India :—

Circle.	European.		Native of India.	Total.
	Statutory Native.	Not Statutory Native.		
Bombay	3	2	11	16
Sind	2	...	1	3
Central Provinces	4	1	...	5

Of the 2 Europeans in the Bombay Circle who are not Statutory Natives, one was appointed before the rule came into force, and the other holds the appointment of Superintendent, Persian Gulf, which was expressly sanctioned to be held by a European. The European not a Statutory Native in the Central Provinces was also appointed before the present rule came into force.

4. The number of Postmasters in these three circles holding appointments of which the pay is Rs. 200 and upwards, is shown below according to a similar race classification :—

Circle.	European.		Native of India.	Total.
	Statutory Native.	Not Statutory Native.		
Bombay	2	...	4	6
Sind	1	...	...	1
Central Provinces	1	1	...	2

The Postmasterships in the Bombay Circle including the postmastership of Aden, which is at present held by one of the Mail Officers who happens to be a Statutory Native of India.

5. Besides the Superintendents and Postmasters already mentioned, there are the following officials in the three postal Circles which I represent, who draw salaries of which the maximum is not less than Rs. 200 per mensem :—

Designation of Officers.	Rate of Pay.	Europeans.		Native of India.	Remarks.
		Statutory Native.	Not Statutory Native.		
1. Bombay.					
Presidency Postmaster	690—1,000	...	1	...	
Deputy Postmaster...	400—500	1	...	...	
Assistant Postmaster	300—400	1	...	...	
Manager, Dead Letter Office	300—400	...	...	1	
Superintendent, Postal Press	200—250	...	...	1	
Head Clerk, Foreign Post Department ...	200—250	1	...	...	
Head Clerk, Inland Parcel Department ...	150—200	...	...	1	
Head Clerk, Sorting Department ...	150—200	...	...	1	
Head Clerk, Money-Order Department ...	150—200	...	...	1	
Head Clerk, Inland Registration Department...	150—200	...	...	1	
2. Sind.					
* * *	.....	...	...	...	
3. Central Provinces.					
Head Assistant, Deputy Postmaster General	200—250	1	...	...	
		4	1	6	

6. As regards the Bombay Postal Circle, comprising the whole of the Bombay Presidency with the exception of Sind, a further classification of officials according to race and caste is given below :—

(*a*)—SUPERINTENDENTS.

Excluding the appointment of Superintendent, Persian Gulf, there are 15 Superintendents in the Bombay Circle—

Pársis	5
Bráhmans	4
Europeans	4
Parbhu	1
Baniya	1
	15

Of the 4 Europeans, 3, as already stated, are Statutory natives of India.

(*b*)—POSTMASTERS, INCLUDING ONE DEPUTY POSTMASTER.

There are 10 Postmasters drawing pay in the various grades shown in the margin. This is exclusive of the Presidency Office, Bombay, and the Aden Post Office. The distribution according to race and caste is as under :—

Rs. 100-140.	Rs. 250-300.
,, 150-200.	,, 300-400.

European	1
Bráhmans	3
Pársis	2
Shenvi	1
Kasar	1
Kayat	1
Telangi	1
	10

The European is a Statutory native of India, and now close to the end of his service.

(*c*)—INSPECTORS AND OTHERS.

This group of officials comprises Inspectors whose pay in the Bombay Circle is Rs. 80 and Rs. 100 per mensem, Deputy Postmasters, Postmasters and Head Clerks, drawing rates of pay from Rs. 80 to Rs. 100. The total number of these officials is 39, as distributed as under :—

Bráhmans	17
Tamboli	1
Pársis	13
Maráthás	2
Mahomedans	2
Native Christians	2
Simpi	1
Banya	1
	39

(*d*)—SUB-POSTMASTERS AND CLERKS.

It is perhaps unnecessary to go beyond the last group, but a list of all postal officials in the Bombay Circle drawing Rs. 50 and above is published periodically by me, and information is, therefore, available as to race and caste of all officials drawing more than Rs. 40 per mensem and less than Rs. 80 per mensem. Of these there are 84, and the distribution is as under :—

Bráhmans	39
Native Christians	3
Pársis	10
Mahomedans	5
Shenvis	8
Telangi	1
Lingáyet	1
Baniyás	9
Kunbi	1
Mudeliar	1
Gánchis (Teli)	2
Parbhus	2
Marátha	1
Khatri	1
	84

7. It will be seen, therefore, that the European or Eurasian agency outside the Bombay General Post Office is very small indeed. Among the Superintendents and well-paid Postmasters there are 5, all of whom, with one exception, are Statutary Natives of India, and among the groups below them there is absolutely not a single European. In the past, some of the best Superintendents in the Circle have been taken from the office of the Postmaster General, and it should, therefore, be added that there is not at the present time a single European or Eurasian in my office. In the Bombay General Post Office the number of Europeans is exceedingly small. Evidence as to the composition of that office will be given separately by the Presidency Postmaster.

Bombay,
Postmaster General's Office,
Dated the 20th July 1887.

A. U. FANSHAWE,
Postmaster General, Bombay.

INDIA.

Post Office.

Section II.—Note by the Postmaster General, Madras.

India.
Post Office.
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I beg leave to submit the following memorandum in which expression is given to my views on some of the questions with which the Sub-Committee of the Public Service Commission is now dealing in connection with service in the Post Office. My connection with the Post Office commenced in June 1886. Before joining this Department I had served for upwards of ten and a half years in the Lower Provinces of Bengal, where I was employed in Judicial and Executive work.

2. I understand that the organization of the Department as a whole and the relation that subsists between the head of a postal Circle and the head of the Department have already been described. I therefore propose to deal more particularly with the subject of service in the Post Office in this Circle. The area of the Madras Presidency is, roughly speaking, 140,000 square miles; but there are also Imperial post offices under the control of the Postmaster General of Madras in the Hyderabad Dominions and the Native States of Mysore, Travancore and Cochin. Thus the area over which the offices for which he is responsible are scattered, is very extensive. The Circle is divided into 11 divisions, each of which is under the charge of a Superintendent. In all cases the jurisdiction of a Superintendent extends over a large area: and in some cases the area is very large indeed. Thus the Vizagapatam Division comprises over 25,000 square miles, and the Superintendent is assisted by only 2 Inspectors. The Superintendent of the Bellary Division has under his immediate control the postal arrangements in the districts of Bellary, Kurnool and Anantapur, the area of which is nearly 19,000 square, miles, and all the post offices in the Hyderabad Dominions except one. He is assisted by 3 Inspectors only. Two Superintendents are attached to the Postmaster-General's Office and 2 others are Examiners of Post Office Accounts for the Circle and also work in that office. Thus, in all, there are 15 Superintendents only for the administration of the Post Office in this extensive Circle. Of these officers 6 are Europeans (domiciled or non-domiciled), 4 Eurasians and 5 pure Natives of the country, one of the latter being a Mahomedan. Two of the Native Superintendents have entered the grade during the past twelve months. Three of the Superintendents obtained admission to the Department as Probationary Superintendents and are efficient officers, one of them being highly efficient. The rest entered the Department in the lower grades; and, in fact, 3 commenced their service almost at the very bottom—one a domiciled European and the others pure Natives.

3. Only 2 of the 5 Native Superintendents are in charge of Divisions, the other 3 being employed in the Postmaster-General's Office. There is certainly some evidence that Native officials of this class prefer sedentary employment; but probably all of them could overcome the aversion to constant travelling which the charge of a Division involves. The Mahomedan Superintendent is in charge of the Bellary Division, which I have previously described, and is a very active officer. The greatest failing of a Native officer when he is placed in a position in which he has to control the action of a number of subordinates is a want of firmness, which sometimes leads him to take a weakly compassionate view of dishonest conduct, and such action must, of course, lower the tone of official morality. The pecuniary responsibilities of Post Office subordinates are now very great; and it is necessary to insist on those responsibities being very strictly discharged. In remote Divisions much may transpire that never comes to the notice of the head of the Circle; but I nevertheless think that, if the Postmaster General exercises a vigilant control, the danger arising from this want of firmness on the part of Native Superintendents of Divisions could be minimized. On the other hand, Native Superintendents have some qualifications for efficient service which give them advantages over either Europeans or Eurasians. The language of the people is their mother tongue, and they can thus communicate readily with all classes; and they are at home amongst the people and can thus find accommodation when they visit outlying places in the interior (and many post offices are necessarily in remote quarters). On the whole, I am of opinion that this Circle could be efficiently administered with a larger proportion of Native Superintendents than there is at present, as they are certainly amenable to discipline, painstaking, and industrious.

4. Eurasians possess many qualifications fitting them for the efficient discharge of the duties of a Superintendent, and I can speak in very high terms of the value of their services in this Circle. They also do good service as Postmasters. The best amongst them are of active habits, and (I am speaking now of the Superintendents only) attend well to the work of inspection. They maintain strict discipline over their subordinates; work patiently and industriously; and they can be trusted to use their best endeavours to give effect to the instructions they receive. Many of those who are engaged in sedentary employment bestow care and thought on their work. In the large military stations such as Bangalore, Secunderabad and Bellary and in other stations where there is a large European community such as Ootacamund, Coonoor, Hyderabad, &c., a domiciled European or Eurasian is distinctly better qualified than a Native for the appointment of Postmaster. The former shows much more tact in dealing with such a community; but nevertheless a Native might hold the appointment, although he would not discharge its duties so efficiently in all respects. It may also be stated, as regards Eurasians, that many of them have a considerable knowledge of the people of the country, of the vernacular languages, and of the conditions of life generally. I am, therefore, of opinion that, in this Circle at all events, Eurasians can reasonably lay claim to a fair share of the higher appointments in the Post Office.

5. It is distinctly an advantage to have some European Superintendents in charge of postal divisions in a Circle; and in this Circle there are some Divisions to which it is very desirable that European officers should always be appointed. Thus the Bangalore Division includes the Coorg District, where there is a considerable colony of coffee planters; the Coimbatore Division includes the Nilgiris and the Wynaad; and in some other Divisions there are important seaport towns with a large European community. It cannot be considered absolutely necessary that the Superintendents in charge of those Divisions should be Europeans; but officers of that nationality do discharge the duties more efficiently than Natives would, and are also preferable to Eurasians. They have many complaints from the public to deal with, and it is a great relief to the head of the Circle when the Superintendent works in harmony with the public. European officers also serve to bring the administration of this Department into closer relations with the Executive of the Provincial Government; and great advantages arise from this, as the dissociation of the Post Office from the Local Government isolates the former and weakens its position. During the Rumpa disturbances it was found necessary to employ an European Superintendent in organizing postal arrangements in that country; and it may, I think, be readily admitted that no Native Superintendent in this Circle would be equal to a duty of that nature. There are, however, at least 2 Eurasian Superintendents who could do such work efficiently; but it seems to be established that an officer of this race is at a disadvantage in comparison with an European officer when employed in duties of this nature. Thus on the whole it seems expedient that a certain proportion of the Superintendents employed in this Circle should be Europeans, as in times of peace there are appointments in which they can render more efficient service than Eurasians or Natives, and in times of difficulty and danger the services of such officers would be absolutely necessary. I have already observed that in ordinary times of peace this Circle could be efficiently administered with a larger proportion of Native officers of pure blood in the rank of Superintendent. The proportion at present is small, because pure Natives with suitable qualifications have not obtained, nor have they sought, employment in the Department. It is only natural that men who have received a good training for the Public Service should prefer employment in departments that are under the control of the Local Government where the changes of promotion to high office are much better for several reasons. Their services are not necessarily confined to one department, and high appointments can be reached without leaving the Presidency.

6. Promotion according to the Circle seems preferable to the formation of a general list for the whole to India; but the former system, it finally adopted, should be followed as closely as possible. It will always be difficult to obtain competent men as recruits in a Circle if there is a chance of senior men being brought in from elsewhere. I am in favor of the Circle system, because I consider that a knowledge of the conditions of life, of the character of the people, and of the vernacular languages is essential to thorough efficiency in a Superintendent. The Circle system is especially necessary in Southern India, which differs in so many respects from Bombay and the provinces in the North. The languages in Southern India are peculiarly difficult to master, and a controlling officer can never be thoroughly efficient if he is unable to converse freely with all his subordinates. He is frequently required to impart instructions in the rules of the Department to those who are in the lower ranks, and it is only through the medium of the vernacular that this can be satisfactorily done. A controlling officer likewise requires a knowledge of the vernacular when investigating cases of fraud or other misconduct and when conducting prosecutions in Court.

7. After joining the appointment I now hold I was much surprised to find that I received so few applications for employment in this Department, and the low standard of qualification possessed by those who did seek for service was to me equally surprising. Most of the applicants seemed to be persons who had little or no chance of obtaining admission into any other department of Government service. I have carefully studied the cause of this, and my conclusion is that, so far as it is not the result of a natural preference for service in other departments under the Local Government, it is due partly to a practice which has been too closely followed for some years past, of requiring all candidates on their first admission to begin at the bottom of the ranks and partly also to the practice of making promotions according to seniority without sufficiently recognizing the principle of selection. I think that well-qualified candidates might from time to time be admitted at once to appointments bearing a pay high enough to attract a good class of recruits, and might afterwards, if they proved themselves efficient, be promoted by selection instead of having to work themselves slowly up according to seniority. A practice of this kind will bring into the Department at all times a sufficient number of men fully qualified to hold any of the appointments below that of Superintendent, although they will still have to work a considerable number of years in the lower grades. This policy was at one time followed, but has fallen into disuse. According to the present system of promotion, Superintendents are, as a rule, chosen from the officials who are working in subordinate capacities and, in course of time, the recruits who have been selected in the manner just described will have a chance, among the rest, of reaching that grade. I am, however, strongly of opinion that the welfare of the Department would be promoted if a majority at least of Superintendents could be selected by some system of special recruitment, under which they would not be required to remain long in the lower grades, or be employed in work of a purely clerical nature. A Superintendent in charge of a postal Division now requires an education and training of a high order. By working in clerical appointments in a number of grades he doubtless obtains a mastery of the details of his own Department; but an educated person could assimilate the rules of the Department and appreciate their application without passing through a prolonged apprenticeship in clerical routine. A training of this nature is calculated to cramp the mind; and a Superintendent will not be efficient unless he has a very fair knowledge of the rules and working of other departments besides that to which he belongs where the work is of a somewhat special character. He has

frequently to investigate criminal offences, and thus requires some knowledge of the Penal and Criminal Procedure Codes and of the Law of Evidence. He ought to have some acquaintance with Revenue law, in order that he may understand how far the services of this Department can be utilized in the collection of the revenue. He should understand the principles of administration generally, in order that he may be able to apply them in controlling his subordinates and in directing the development of his own Department in the division of which he is in charge. He is frequently in direct communication with District Officers and other local officials, and should, therefore, be able to act with confidence. He also requires a very intimate knowledge of the Codes of the Financial Department. Moreover, a Superintendent who obtains his appointment under a system of special selection is more likely to command the respect of his subordinates, than one who has worked his way up from the lower ranks. Although Europeans and Eurasians at present hold a majority of the higher appointments in this Circle, there does not seem, on a perfectly impartial view, to have been any injustice done to the pure Natives in the Department when the selections were made. Real merit has always been rewarded; and in connection with this I may mention that one of the Native Superintendents, who has recently reached that rank, was promoted over the heads of several Europeans and Eurasians. He first entered the Department as an apprentice. If pure Natives hope to fill a larger share of the higher appointments, more of the better classes must seek admission to the Department.

8. As regards the great majority of our recruits, a high standard is not required. It is not necessary that we should insist on their having passed any particular educational test; but, as a matter of fact, a great many of those working in the lower grades have passed the University matriculation examination. A knowledge of English has become necessary, but in this Presidency this is often possessed by youths who have not matriculated. The Department requires a large body of men who will be content to plod along in purely clerical work, and we can thus admit a good many whom other departments would reject. The selection of these men is in a great measure left to Superintendents of Divisions, who have authority to fill up appointments the pay of which does not exceed Rs. 30 a month. I find that Superintendents act with impartiality and exercise a wise discretion in the selections they make.

9. The extent of the Circle has already been described. Its extreme linear length from north-east to south-west is about 950 miles; and its extreme linear breadth from east to west about 450 miles. There are 1,117 Imperial post offices and 73 post offices which are supported out of the funds of the District Post. In the Imperial Department alone the total number of subordinates is 6,418; and 1,559 others are employed in the administration of the District Post, making a grand total of 7,977. The funds for the District Post are furnished by the Local Government, and the annual grant at present is Rs. 1,07,000. In the management of this fund the Postmaster General works under the orders of the Board of Revenue. Owing to the rapid development of the Post Office and the extension of its operations to new branches of business, the work in the Postmaster-General's Office is fast increasing. Thus the number of communications received has risen from 15,760 in 1882-83 to 24,940 in 1886-87; and the number of those despatched from 15,421 in the former year to 21,930 in the latter. For the same reason the work is now of a much more varied nature than it formerly was, and a multitude of perplexing questions in connection with the administration of the Department is constantly arising. I do not, however, propose to give an exhaustive description of the duties of a Postmaster General in this memorandum. I am merely indicating the vast extent of his jurisdiction.

Designation of Officials.	Total Number of Officials.	
	Imperial.	District Post.
Superintendents	15	...
Inspectors	27	1
Disbursing Postmasters .	25	...
Postmasters, &c.... ...	648	73
Other Agents	445	...
Clerks	494	14
Postmen and Village Postmen	1,355	852
Overseers	78	23
Mail Runners, Mail Peons, &c.	3,092	596
Packers and other miscellaneous servants ...	239	...
Total ...	6,418	1,559

Office of the Postmaster General, Madras, 1st August 1887.

H. FARRER,
Postmaster General.

Further Note by the Postmaster General, Madras, showing how far the several classes that seek for employment are already represented in the Post Office in the Madras Circle.

I. There are 15 Superintendents of post offices in this Circle, and the following table shows he nationalities or classes to which they belong:—

Circle.	Europeans.		Eurasians.	Hindus (including Native Christians).	Mahomedans.	Total.
	Domiciled.	Non-domiciled.				
Madras	4	2	4	4	1	15

Eurasians are fairly well represented, as there are 4 officers belonging to that class out of a total of 15. Pure Natives of the country form one-third of the whole number. Two of the latter are Native Christians.

II. The following table shows, similarly classified, the officers holding Postmasterships and other appointments, the maximum pay of which is not less than Rs. 200:—

Designation of Officers.	Rate of pay.	Europeans.		Eurasians.	Hindus (including Native Christians).	Mahomedans.	Total
		Domiciled.	Non-domiciled.				
Presidency Postmaster	600—900	...	...	1	...	...	1
Deputy Postmaster	150—200	1	...	...	...	...	1
Manager, Dead Letter Office ...	200—250	...	...	1	...	...	1
Postmaster, Hyderabad	250—300	...	...	1	...	...	1
„ Bangalore	200—250	...	...	1	...	...	1
„ Trichinopoly	150—200	...	...	1	...	...	1
„ Cocanada	150—200	1	...	...	...	...	1
„ Ootacamund	150—200	1	...	...	...	...	1
„ Madura...	150—200	1	...	...	...	...	1
Total ..	...	1	...	5	...	...	9

It will be seen that there are 9 appointments in all of this class, of which 4 are held by domiciled Europeans and 5 by Eurasians. Judging from the character of the men in the Department, I am of opinion that the most competent officers have been selected for these appointments.

III. The next table that has been prepared shows, under the same classification, Postmasters, Head Clerks in the General Post Office, and others who draw a pay of from Rs. 100 to Rs. 150 :—

Designation of Officers.	Rate of payment.	Europeans.		Eurasians.	Hindus (including Native Christians).	Monomedans.	Total.
		Domiciled.	Non-domiciled.				
Manager, Postmaster-General's Office	150	...	...	...	1	...	1
Manager, Stock Depôt, 7 Head Clerks, General Post Office, &c., and 4 Postmasters	100—140	2	...	4	5	1	12
1 Cashier, General Post Office, 3 Clerks, Postmaster General's Office and 6 Postmasters...	100	...	...	4	6	...	10
Total ...	...	2	...	8	12	1	23

Of these 2 are domiciled Europeans (Postmasters), 8 Eurasians, and the rest pure Natives of the country. There are many capacities in which Eurasians show considerable aptitude for the work of the Post Office. They are seldom able to sort or otherwise deal without assistance with letters and other articles which are addressed in the vernacular, but other agency is readily available for work of this nature, which is of low order in comparison with the duties which have to be discharged in other branches.

IV. In the following table are shown miscellaneous appointments to which a pay of from Rs. 50 to Rs. 90 is attached :—

Designation of Officers.	Rate of pay.	Europeans.		Eurasians.	Hindus (including Native Christians).	Mahomedans.	Total.
		Domiciled.	Non-domiciled.				
2 Postmasters	90	...	...	1	1	...	2
8 Postmasters, 2 Head Clerks, 1 Clerk and 1 City Inspector ...	80	...	...	5	6	1	12
2 Postmasters. 4 Head Clerks. 4 Clerks, and 1 City Inspector ...	70	...	...	3	8	...	11
6 Postmasters, 3 Head Clerks, 3 Clerks, 23 Inspectors and 1 Overseer	60	1	...	5	27	3	36
2 Postmasters	55	...	...	1	1	...	2
7 Postmasters, 6 Head Clerks and 16 Clerks	50	...	1	5	22	1	29
Total ...	...	1	1	20	65	5	92

There are 92 appointments of this class, and of these only 2 are held by Europeans; but 20 of them have been secured by Eurasians. Pure Natives hold the remaining appointments, 70 in number. In this Circle, Inspectors of Post Offices draw only Rs. 60 a month.

V. All the appointments below those last shown, are held by pure Natives of the country, with very few exceptions. Occasionally, Eurasians are found working in the lower grades.

H. FARRER,
Postmaster General.

Office of the Postmaster General,
Madras, 30th July 1887

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Section III.—Sittings at Calcutta.

WITNESS No. I.--*30th March 1887.*

Examination of BABU MOTI LAL GHOSE, Joint Editor of the "Amrita Bazaar Patrika."

I desire to be examined on six or seven points in connection with this Department.

In the first place I desire to call attention to paragraph 732 of the Indian Post Office Manual, 1881. It is there laid down that no person other than a Native of India can be appointed to any office in the Post Office Department. The term "Native of India" is defined in Statute 33 Vic., c. 3, s. 6. The rule has not been observed. Europeans have been appointed since that date—for instance, Mr. Kisch, the present Postmaster General.

I next desire to call attention to the undue preponderance of the European element in the higher grades of the Department. The Natives are, in my judgment, quite fit to hold such appointments, but they appear to be excluded. Of the 25 chief officers only two are Natives; one of them, Mr. Badshah, is a Civilian, and should, I think, have no place in the Department. I consider the appointment of this gentleman works two sorts of injustice to Natives—practically it operates to the extinction of a Native Civilian, and secondly, he fills a post which should have been given to deserving subordinate officers in the Department. The higher grades carry salaries of Rs. 700 to Rs. 3,000, but of the two Natives appointed to these grades one receives a salary of Rs. 700, and the other Rs. 1,100.

Then as regards the higher subordinate service there are thirty-one Superintendents in what is known as the India Circle. Of these all but five are Europeans, and the five Natives are in the lowest grade. In the Bengal Circle out of seventeen Superintendents ten are Europeans and seven Natives, and of those seven, only one is in the 1st grade and one in the 2nd grade; the others are in the lower grades. In the Madras Circle out of fifteen Superintendents only four are Natives, and of these one is in the Third, and two in the lowest grade. In the Punjab Circle out of twelve only two are Natives, and of these one is in the Second, and the other is in the lowest grade. In the North-West Provinces Circle out of fourteen only five are Natives, and no one is in the 1st grade. It is only in the Bombay Circle that the Native Superintendents outnumber the Europeans, the numbers being eleven and five respectively, but in the Sea Post Office there are no Natives. The five Mail officers are all Europeans. In the Railway Mail Service out of fifteen Superintendents only two are Natives, and none of them in the 1st grade; out of forty miscellaneous officers eighteen are Europeans and twenty-two Natives. Of the Postmasters on Rs. 200 to Rs. 500 in Bengal we have four Europeans and three Natives, in Madras seven Europeans, in Bombay four Europeans and four Natives; in the North-West Provinces eight Europeans and eight Natives; in the Punjab nine Europeans and two Natives; and in the minor circles ten Europeans and six Natives. Of these only one Native gets Rs. 500, one Rs. 400, two Rs. 300, two Rs. 250, and the rest Rs. 200. Altogether then we have—

	Europeans.	Natives.
Chief Officers	23	2
Superintendents	90	30
Sea Postal Officers ...	5	...
Miscellaneous Officers ...	18	22
Postmasters	42	23
	178	77

Mr. Riddell, the first Director General, tried European officers in the higher appointments such as Inspectors, Postmasters and the like, and they were found wanting, and he had to obtain the assistance of Babu Saligram Singh, Dinobandhu Mitter, Rái Bahádur Surji Narain Banerjea and with the help of these and others he organized the Department.

Mr. Monteath, his successor, altered that policy and filled the Post Office with his protéges, and his example was followed by many of the chief officers in the Department. Mr. Hogg, Superintendent, is a son of the Director General Mr. Hogg. Mr. Sheridan, Deputy Director-General, has got not only two sons, one as his Personal Assistant and the other as Superintendent, but also his son-in-law Mr. Doran as Superintendent. Mr. Douglas, Superintendent, is a son of the late Deputy Director General. Mr. Waite, Superintendent, is a brother of the Assistant Director General. Mr. Roussac, Superintendent, is a son, and Mr. Lord is a son-in-law of the Deputy Postmaster General Mr. Roussac. Mr. Pilkington, Superintendent, is related to Mr. Monteath, and Mr. Webster and Mr. Pusey, Superintendents, are connections of the late Deputy Controller, Mr. Alpin. Mr. Owens, Superintendent, is a brother-in-law of the Controller Mr. Dillon.

The next point is that these Europeans have risen to the chief officer's posts, and the Natives have been neglected. As a matter of fact Natives begin and end as Superintendents. Mr. O'Brien entered the service in 1878 on Rs. 200 as Superintendent, and is now Assistant Director on Rs. 700. Mr. Sheridan began as a clerk on Rs. 50 and is now Deputy Director-General on Rs. 2,000. I cannot say how long he has been in the service. Mr. W. E. Douglas entered in June 1874 as Superintendent, and is now a 2nd Grade Inspector.

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Messrs. Pilkington, Williams, Waite and Hind entered as Superintendents in the lowest grade, and are now Deputy Post Masters General and Assistant Directors General. Mr. Heysham entered in 1876 as a clerk on Rs. 30, and is now 2nd Grade Superintendent, superseding all the senior Natives in the 3rd grade. Mr. Massa entered in 1880, and is now officiating in the 1st grade of Superintendents. Mr. Kelly began as a last grade Superintendent some 12 or 14 years ago and is now officiating in the 1st grade, and Mr. Max Goldman entered in 1879 and is now Assistant Controller on Rs. 600. Mr. Cornwall entered in 1873 and is now officiating as Deputy Postmaster General.

Babu Bishen Chander Dutt entered the service 30 years ago on Rs. 100 and is a distinguished officer; he is only 1st grade Superintendent and has been superseded by several European officers who entered the service much later than he did. The same is the case with Pandit Sundar Lall; he entered in 1858, and is now 1st grade Superintendent. Khán Bahádur Kharsedji Palanji Lalkaka entered the service in 1848 and could never rise above a Superintendentship. Maulvi Allahadad Khan, a distinguished scholar, entered the service long before Messrs. Massa and other Europeans and is still in the 4th grade of the Superintendents.

Babu Surja Kumar Ganguli, Babu Prafulya Chandra Banerjea and Purna Chandra Mustaji entered the service in 1862, 1866 and 1867 respectively, while Mr. Owens entered in 1868. He has superseded them.

As regards the qualifications of these European and Native Superintendents I have inquired and learnt that the majority of these Europeans have not much education. They entered the service either because they were Europeans or were related to some of the principal officers in the Department. Many of them are ignorant of the vernacular languages and therefore they cannot inspect the Post Offices properly, as most of the Post Offices in the interior are managed by persons who do not know English, and the accounts and records are kept in the vernacular. Rule 788 recognises the importance that a Superintendent should know the prevailing vernacular language of the circle in which he is employed. Europeans find a difficulty in travelling in the interior and therefore many Post Offices in the interior are not inspected.

Again the rule is that gazetted officers drawing Rs. 200 and upwards should be appointed by the Director General, but I have heard that they are practically appointed by the Postmaster General with the nominal sanction of the Director General.

The power of nominating and transferring gazetted officers should not, I think, be given to the Postmaster General. My reason is that Superintendents and Examiners are in the same relation to the Postmaster General as Deputy Magistrates are to the Magistrate of the District. Being his immediate subordinates they come into direct contact with him and therefore he is likely to be prejudiced for or against them. Therefore the promotions should be made absolutely of his own motion by the Director General. A Postmaster General may entertain a prejudice against Natives. He may reserve the best divisions of the Presidency for Europeans as a rule. He may appoint an European as Superintendent to a Division though that European may have no idea of Divisional work and although the Division may be heavier than any other in India and though the European may have entered the Department only a few years ago and have been created a Superintendent only a few months before. The qualifications of a Personal Assistant are given in paragraph 861 of the Manual. It is there prescribed that the appointment should be made from the senior Superintendents; that rule has been disregarded.

In my observations contrasting the position and advancement in the Department of Natives and Europeans, I have used the term Europeans as including all Europeans and Eurasians and compared them with Natives of pure Asiatic parentage.

The Honourable Mr. *Quinton.*

I was educated in Krishnagar College. For the last 10 years I have been connected with the Press. I have not served in the Postal Department, but I have met several gentlemen who are connected with the Department and from them and from the published reports I have collected the information I have given to the Committee. I have lived all my life in Bengal and Behár.

Mr. *Ryland.*

I am Sub-Editor of a Newspaper. I have no other ground for saying that Europeans were failures under Mr. Riddell, than that I inquired of Native gentlemen who, I believed, were conversant with the facts and was so informed by them. There have not been very many improvements in the administration of the Post Office during the last 15 years. Of course there must have been improvements, but I do not know they have been due to European agency.

The Honourable *Maulvi Abdul Jubbar.*

I live in a village. I do not get letters quicker than I did.

Mr. *Ryland.*

A knowledge of European systems may conduce to improvements, but I think if Natives were allowed the same opportunity of familiarising themselves with these systems they would do very well.

The Honourable *Maulvi Abdul Jubbar.*

As to the difficulty of travelling in the interior I think Anglicised Natives are amphibious and could live either as Natives or as Europeans.

Mr. *Ryland.*

I do not mean to say that nepotism is confined to Europeans.

The *President.*

I consider the method of recruitment best suited for the Post Office should be competition open to all without exception.

WITNESS No. II—*30th March 1887.*

Examination of BABU WOOMA CHURN DOSS, Deputy Comptroller, Post Office.

The *President.*

What position do you hold in the service?—I am Deputy Comptroller in the Post Office drawing Rs. 700 a month with a local allowance of Rs. 200. I entered the public service in 1866 as a clerk in the Examiner's office in the Telegraph Department. I entered the Post Office in October 1878 as Chief Superintendent of the Accounts Branch. There was then only one branch of the office, and that was the Accounts Branch. I was brought in from the Civil Accounts Department as Chief Superintendent of the Accounts Branch of the Post Office.

You have, I believe, an Assistant Comptroller in your Department?—Yes. He is a German and was Postmaster at Aden when he received his present appointment. I have a Chief Superintendent under me, a Native, on Rs. 350 to Rs. 450, and ten Superintendents and other Assistants drawing salaries from Rs. 150 to Rs. 250. Three of them are Eurasians and 7 are Natives. Our office is divided into three departments, the presiding head of which is the Comptroller, but he is aided by two officers, a Deputy and an Assistant, to conduct the business of the other branches, *viz.*, the Savings Bank and Money Order Department. I have to do with the Money Order Branch solely. The Assistant Comptroller is in charge of the Savings Bank, and the Comptroller is in charge of the Accounts Branch, the most important branch of the three.

Would there be any objection to a Native filling the post of Assistant Comptroller?—No. I was myself Assistant Comptroller before my promotion to the Deputy Comptrollership.

Might the Comptroller's work be efficiently done by a Native?—Yes, if he is a competent man.

The Honourable *Maulvi Abdul Jubbar.*

Is there any one now in the office who would be fit to hold that post?—It is not for me to judge of my own qualifications, but for the Director General. I mean to say that I see no reason why a Native should not be appointed.

Have there been any supersessions in your Department? Have you been superseded yourself?—I know nothing about any other branch of the Postal Department; I have never been superseded in the Postal Department, but in the Civil Accounts Department where I was previously, I was superseded, and that is why I came to the Post Office.

Mr. *Kisch.*

The staff of your office is, I understand, composed of higher and lower grades. Will you kindly tell us how your office is constituted according to nationalities and races?—I have made out a list which I shall read if the Commission will allow me.

Office of Comptroller, Post Office.

		Statutory Natives.	Hindus.	Mahomedans.	Native Christians.	Brahmins.	Total.
Chief Superintendent ...	350 to 450	...	1	...	...	...	1
Superintendent ...	200 ,, 250	1	2	...	...	...	3
Do. ...	150 ,, 200	2	5	...	...	...	7
Head Clerks ...	100 ,, 140	2	9	...	...	...	11
Clerks	100	3	5	...	...	...	8
Do.	95	2	7	...	...	...	9
Do.	90	...	3	...	...	...	3
Do.	85	1	3	...	...	...	4
Do.	80	2	4	..	...	...	6
Do.	75	...	2	...	...	..	2
Do.	70	1	15	...	...	...	16
Do.	60	3	15	...	1	...	19
Do.	55	2	10	1	1	...	14
Do.	50	3	25	1	1	...	30
Do.	45	2	9	1	...	...	12
Do.	40	9	49	1	2	1	62
Do.	35	2	25	1	...	...	28
Do.	30	3	76	2	2	1	84
Do.	25	4	61	2	...	1	68
Do.	20	2	31	...	...	...	33
Do.	15	2	28	4	...	...	34
		46	385	13	7	3	454

Do you examine the accounts for the whole of Bengal?—We examine the accounts from all India from Zanzibar to the confines of Assam and even to Mandalay.

Mr. *Ryland.*

Can you say whether any dissatisfaction and discontent have been caused by the appointment of an outsider in the North-West Provinces?—Yes, a great deal. That appointment is universally regarded as indefensible from any point of view. The gentleman in question has had no experience in the Department whatever.

The *President.*

How are men admitted to your Department?—We take a man in first as an apprentice and nobody who has not passed the entrance examination is admitted.

Have you any competition for the places?—No, these apprentices are appointed as a vacancy occurs according to their seniority in the service as apprentices and according to merit also.

Who appoints them?—The Comptroller. He may appoint any one he likes who has the qualifications.

Is there any departmental examination which they have to undergo?—No.

Is no knowledge of a vernacular language required?—No, none whatever.

The accounts are all kept in English?—Yes.

What do you do in the offices of the Districts where the accounts are kept in Hindustani or Urdu?—The small offices render accounts to the District Offices and the District Offices to us.

Is there any other point on which you have anything to say?—No.

WITNESS No. III.—*30th March 1887.*

Examination of Babu SURJYA KANTA MITRA, Examiner of Postal Accounts, attached to the Postmaster General's Office.

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Babu S. K. Mitra.

The *President.*

What are your duties in the Department?—To examine accounts received from the twenty-seven head offices in Bengal, the accounts received of the parcel lists and receipts and quittance rolls. My present salary is Rs. 250.

Has your work any connection with the Controller's office?—Yes. The weekly total of the letter postage account received from the twenty-seven head offices is totalled up and sent to the Comptroller every week.

You are in the Superintendent's grade, I believe?—Yes.

And a certain number of the Superintendents are taken from time to time to do the work of Examiners?—Yes.

In what grade of Superintendents are you?—The third grade.

When did you enter the Postal service?—On the 1st January 1870, as Sub-Inspector on Rs. 60 and rose gradually to my present appointment. Before I was first appointed I had to pass an examination of a general character including précis-writing and arithmetic. Before I entered the Post Office I was translator in the Judge's Court at Birbhum and head clerk in the Magistrate's court there. I was of about two years' standing in the service when I joined the Postal Department.

The Honourable *Maulvi Abdul Jubbar.*

How are appointments made to your Department?—By promotion from the lower grades in the case of Natives. Europeans and Eurasians are generally appointed at once; sometimes they also rise from the lower grades.

Do you get promotion by seniority?—Yes.

The *President.*

Have there been any supersessions in your office?—There have.

What for?—I do not know. I myself have been twice superseded by officers from other Circles.

Did they join the Department later than you?—Yes many years later.

Has any fault been found with your work at any time?—Never. I have never been called upon to explain during the whole of my eighteen years service.

The Honourable Mr. *Quinton.*

Since you have been Superintendent have you been employed in any other capacity than as Examiner?—I have been Examiner only since 1877

WITNESS No. IV.—*30th March 1887.*

Examination of G. BARTON GROVES, ESQ., Superintendent in the Post Office Department and under orders to act as Deputy Postmaster General of Burma.

G. B. Groves, Esq

The *President.*

When did you enter the Department?—My service is nearly eighteen years, during five of which I have acted as Deputy Postmaster General, for some months as Deputy Comptroller General in charge of the Money Order Accounts, and a short while as Presidency Postmaster, Calcutta; the rest of my service has been in the Superintendent's grade.

Will you kindly describe to us the existing organisation of the Post Office Department?—The existing organisation of the Department is as follows:—The Department is administered by the Director General, assisted by a Deputy Director General and a staff of three Assistants, with a Secretary. The first Assistant manages the Railway Mail Service. The local administration of provinces is entrusted to Heads of Circles, *viz.*, 5 Postmasters General and 9 Deputy Postmasters General. The Deputy Postmasters General have the same powers, responsibilities and rank as the Postmasters General. These Heads of Circles have a staff of Superintendents and Inspectors under them for the supervision and inspection of Post Offices, Mail Lines, &c.

The administrative officers are all Europeans, except the Postmaster General of the North-West Provinces, who is a Native. A Native Superintendent is now under orders to act as Deputy Postmaster General, Behar.

There are about 250 officials (not including Inspectors) whose salaries are Rs. 200 and upwards per mensem; of these about 150 are Europeans and Eurasians and about 100 Natives. Orders were passed by the Director General some years ago that the Inspectors should all be Natives; the only exceptions at the present time are in the Railway Mail Service and in Burma, where some are Europeans and Eurasians.

Among Postmasters of all grades and Post Office clerks drawing less than Rs. 200 per mensem there is a small percentage of Europeans and Eurasians.

The Accounts Branch is managed by a Compt troller, assisted by a Deputy and an Assistant Comptroller: the Deputy is a Native, the Comptroller and Assistant are Europeans.

There are three Presidency Postmasters, for Calcutta, Bombay and Madras; two are Europeans and one an Eurasian.

The technical requirements are, mainly, a good capacity in the varied business of the Department, the details of which are apparent on a reference to the Postal Guide; and a knowledge of the accounts, the system of which is peculiar to the Department. Technical knowledge of telegraph signalling is also required of the signallers of combined Post and Telegraph Offices.

The professional attainments essential for efficient service as a Superintendent are a good educa-

tion in English and an acquaintance with the vernacular language, a thorough and practical knowledge of the rules and working of the Department. To these should be added, as essential, administrative ability, energy, activity, tact, a good address, and shrewdness and intelligence which are on occasions especially required in the detection and investigation of offences and irregularities.

For the Head of a Circle the foregoing attainments and qualities are all necessary in a still higher degree, combined with departmental experience, firmness of character and a strict sense of impartiality in dispensing his patronage which extends to all appointments subordinate to him, the salaries of which are below Rs. 200 per mensem.

Of the seven highest administrative appointments, *viz.* the Director General, the Deputy Director General and the Heads, or Postmasters General, of the five large Circles, for many years past the Director General has been a Covenanted Civilian; as also an average of 3 of the other high offices. Until the last few months, on an average 3 of these high appointments were always held by Uncovenanted departmental officers; the Deputy Director Generalship and the 3 Postmaster Generalships which fell vacant since November 1885, were all filled by Covenanted Civilians. The result of this has been a stoppage of promotion among the Uncovenanted men in all grades. I memorialised Government on the subject of importing outside Civilians into the Department to the prejudice of departmental men, and the reply was, practically, to the effect that the nominations of the Director General would be sanctioned. It is a matter of public notoriety that the Director General recently nominated a senior and experienced departmental officer to a Postmaster Generalship, but the nomination was set aside in favor of a Native Covenanted Civilian.

The Director General should always be a Covenanted Civilian, and in order to fill his appointment by an experienced officer in case of his taking leave or retiring, it is desirable that some two of the Heads of Circles, *i.e.*, Postmasters General of the larger provinces, should also be members of the same service; but that in the ordinary course all the Postmasters General should be Covenanted officers, is not advantageous; because an officer of long practical experience of the working of the Department is better able to administer a Circle than an inexperienced outsider, who for a long while cannot administer independently, but must be dependent on his subordinates. Moreover, the possibilities of a career for the Covenanted service are so high that only comparatively junior men are tempted by a Postmaster Generalship. Instances are known of junior Civilians having taken up these appointments temporarily, and when it suited them, returning to their own service as Magistrates, &c. This is prejudicial to the Department. The Director General is obviously in the best position to select his own local administrators; and if among his subordinates he finds men in whom he can place full confidence and who possess all the qualifications required for the grade of Postmaster General, his nominations should, in the interests of the public service, be accepted by Government. The best man, be he European, Eurasian, or Native, should be the one selected.

The high educational acquirements of the Civil Service are not essential for a Postmaster Generalship; but departmental experience, combined with the essentials already mentioned, are necessary. It is quite possible for a Civilian to lack some of those essentials, whereas it is equally possible that an Uncovenanted man may possess them in a high degree, combined with an education sufficiently good (though not so high as that of the Civilian) to qualify him for the office of Postmaster General.

In the Superintendent's grade the Europeans are considered the best, as a class, chiefly because they possess more force of character and more energy and are better educated; at the same time there are exceptional men among the Eurasian and Native Superintendents who are quite equal to the best among the Europeans. It is essential that a proportion of the Superintendents should be Europeans to fill special charges, such as districts inhabited by planters, stations where there are large European communities, field post offices, &c.

The appointment of Superintendents should be by nomination of the Head of the Circle; and the nominee should have passed the required departmental and vernacular examinations. This is practically the system at present—except that no imported Europeans are admitted to the Department, which is a mistake, as a proportion of such men is necessary.

In the Inspector's grade Natives are better than Europeans and Eurasians.

When you speak of Europeans do you mean only Europeans who have been born out of India, or do you include Europeans born in India?—I include pure Europeans born in India as well as imported Europeans.

Were many gentlemen in your Department Europeans of the former class?—Yes.

A complaint has been made to-day that there has been a great deal of supersession in the promotion of officers in the Post Office Department. Have you heard any complaint of that kind?—No. I think that patronage has been very fairly exercised as a rule. There have been a few exceptional cases, but as a rule I think the Heads of Circles are most particular in their selection.

Was Mr. O'Brien promoted over the head of any officers?—Mr. O'Brien passed over my head, but I do not regard it as a supersession. He is a man of particularly high culture. He competed for the Covenanted Civil Service. I consider that the Director General who has the selection of his own personal staff was perfectly justified in appointing Mr. O'Brien. The vacancy having occurred in the office, the step naturally went in the office. It is an appointment on the Director General's own staff. Mr. O'Brien is only acting.

Has Mr. Sheridan superseded any one?—Undoubtedly he has; but he is a man of exceptional ability and acknowledged as such in the whole Department.

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Has Mr. W. E. Douglas superseded any one?—I am not in a position to say. I am not personally acquainted with Mr. Douglas and have never served in the same province with him.

Do you know anything of Messrs. Pilkington, Williams, Waite and Hynes?—I know all but Mr. Williams. Mr. Pilkington and I passed our examination together in the Punjáb in 1870.

Has Mr. Pilkington superseded any one?—It could not be called supersession as I think I have already explained. The appointment of Deputy Postmaster General would be one of selection and men must have special ability for it. These men had special abilities and were accordingly selected for the higher posts.

Do you know whether these gentlemen are very good men?—I believe them all to be excellent men.

Superior to the ordinary men of Superintendents?—Undoubtedly.

Do you know Mr. Heysham?—I have had some personal experience of him. He is a man of exceptional shrewdness and ability. Mr. Heysham is not in the Superintendent's grade at all. He is Deputy Postmaster of Calcutta. It is a local appointment, a miscellaneous appointment, which does not grade or rank with any other.

Has Mr. Massa superseded any officer?—Mr. Massa appears to have had unusual promotion, but the circumstances of his promotion I am not acquainted with. I know him personally and he is a sharp and superior officer and has exceptional acquaintance with European languages.

Has Mr. Kelly received undue promotion?—Mr. Kelly, I am aware, has rendered special service which very possibly may have led to his special promotion. He is a very experienced office man and had had many years' service in the Commissariat before he entered the Postal Department. He was Superintendent in the Postmaster General's office, and I know he has rendered exceedingly hard and meritorious service.

Mr. *Kisch.*

In promoting an officer from one Superintendent's grade to another, is not seniority taken into consideration?—Yes.

But not seniority solely?—No. There is no rule that seniority should be the only ground of promotion. Merit is taken into consideration especially for appointments like the Superintendentship in the Postmaster General's office where special acquirements are necessary.

Has Mr. Max Goldman superseded anyone?—I am acquainted with him, and I know that he also possesses special qualifications in regard to languages; but I know nothing about his promotion.

Has Mr. Cornwall superseded anyone?—I know he is a very sharp good officer. The office he fills is an office of selection. He is very superior to the ordinary run of Superintendents.

[Here the names mentioned by Babu Moti Lal Ghose were read to the witness and he was asked the following question.]

Do you consider that any of those gentlemen have cause to complain that they have been superseded?—Of the men whose names you have read to me, and whom I know, none have, I think, been unfairly superseded. For the Deputy Postmaster General's grade I should say they were not equal to the European officers in many respects and the only supersession they could have undergone must have been in the Deputy Postmaster General's grade.

Mr *Kisch.*

Have you in the course of your experience found any difficulty through the unwillingness of Natives to go from one part of the country to another at a moment's notice?—Yes, undoubtedly I have known them shirk their work. I think the Department would be seriously crippled if we had not good Europeans in the Superintendent's grade. You want men whom you could thoroughly rely upon to do hard work and go into places of danger. For instance, when the mails have to cross a river at full flood you cannot get a Native to go with the mails. Again in cases of emergency, such as the organization of a field post office, it is absolutely necessary that there should be a certain number of Europeans or Eurasians in the grade of Superintendents.

The *President.*

The Europeans need not necessarily be men who come out from England?—Not necessarily; but I think the men who come from England are better. They have the English training and more energy. I myself was born in England. I came out to this country for the benefit of my health, and found employment in the North-West in a mercantile firm, and later in the Press as Editor and Sub-editor of the "Lahore Chronicle." Owing to my introductions, Sir Donald McLeod, Lieutenant-Governor of the Punjáb, got me nominated and I was appointed by Mr. Monteath as an officer in the Postal Department.

WITNESS No. V.—*30th March 1887.*

Examination of E. HUTTON, ESQ., Presidency Postmaster.

The *President.*

E. Hutton, Esq.

How long have you been in the Postal Department?—Since 1868. Before 1868 I was Superintendent in the Railway Mail Service and for a whole year was acting as Deputy Postmaster General of Rájputána.

What were you before 1868?—For about ten years I was in the Postal Department; subsequently I left to take private employment. I was in private employment for three years. I was twenty years old when I first joined the Department. My father was born in England and died there. He was in the Indian service. I

was born and educated in India and have been in India all my life.

I returned to the Postal Department in 1868. I was for seven years in the Sea Post Office carrying the English Mail between Bombay and Suez.

Do you know whether Natives have ever applied for appointments in that branch of the service? —Not to my knowledge.

How were you appointed to it?—When the service was first created I applied to Mr. Haigh, who was then Postmaster General of Bombay, for employment. I had just joined the Post Office at Agra.

What is your opinion as to the relative qualifications of the different races for employment in the different grades of the Postal Department? —I consider that for the higher grades none but Europeans or descendants of Europeans should be employed.

Why?—Because Natives are really not trustworthy. They have not the requisite energy.

You do not mean that their honesty is not to be relied on?—Oh no.

Do you mean that they are not persons on whose promptitude and precision of action you can rely?—Yes.

Mr. *Kisch.*

You cannot rely upon them to carry out an order with the same promptitude as a European can be depended upon to exhibit?—Yes.

Is that opinion founded on your experience in the Calcutta Post Office?—Certainly.

How is the work of inspection carried out and by whom is it best performed?—In certain districts a Native would be the best Inspector.

In what districts?—In Districts which are thickly populated by Natives and where the Inspector would have to deal entirely with Natives a European would be quite lost.

You would not put a European Inspector into such Districts?—No.

Besides inspecting offices has not the Superintendent the organization of mail lines for instance?—Yes.

He has to supervise the working of the mail lines in his division?—Yes.

And for that class of work you consider a European better qualified?—Yes.

But for the purposes of post office inspection in localities where there is a numerous Native population who would have business with the post office, you would prefer a Native?—Yes.

Is there a rule of the Department that none but Natives of pure Asiatic descent shall hold the appointments of Inspector of Post Offices?—Yes.

And that is the officer who has the inspection of Post Offices in localities where there are none or very few Europeans?—Yes.

The Hon'ble Mr. *Quinton.*

I suppose you have a very large office in Calcutta?—Yes. I have about two hundred and fifty clerks under me.

Is there a Deputy Postmaster?—Yes.

Is he a European or a Native?—He is a Eurasian.

Has the office ever been filled by a Native? —Yes.

Did he fill it efficiently?—During the time I have been in the Post Office there have been two Native Deputy Postmasters; one was a good man and the other was not.

The *President.*

Was the good man equal to the duties of the office?—Yes.

The Hon'ble Mr. *Quinton.*

Would he have been equal to filling your appointment?—I think not.

Are there any other appointments under you which are held by Europeans?—There are about 10 per cent. of Statutory Natives in the office. They are chiefly Eurasians. I do not think that more than half a dozen are of pure English blood.

The Hon'ble *Maulvi Abdul Jubbar.*

Why do you think that the Native who you say performed the duties of Deputy Postmaster efficiently could not display the same efficiency in your own capacity?—In the first place a Native is entirely wanting in administrative ability and quite incapable of managing a large establishment.

Has any Native yet been tried in the office?— No.

Then you cannot say that any Native has failed?—A Native Presidency Postmaster would be certain to be a failure. The man I mentioned was a very good officer but quite unable to do the work I am doing.

Mr. *Kisch.*

Do you mean that he would not have been equal to an emergency or that in general administration he would not have kept the office up to the mark?—He might have held the office for a few days or a week, but not for any length of time, nor in an emergency.

The General Post Office is divided into several branches, is it not?—Yes.

Attached to each of these branches there is a Head?—Yes.

And sometimes Natives have been at the head of those branches?—Yes.

And at other times Europeans or Statutory Natives have been at the head of those branches? —Yes.

Which class of officers have you found best able to push on the work and get it done with that promptitude which is the chief characteristic of a good Post Office?—The European, domiciled or not, and the Eurasian.

Has that been the universal rule?—Yes; it has always been the case.

It has always been the case that the Asiatic Native has failed in that promptitude which is one of the most essential characteristics of a good Postal Officer?—Yes.

WITNESS No. VI.—*30th March 1887.*

Examination of JOHN OWENS, Esq., 1st Grade Superintendent and Personal Assistant to Postmaster General, Bengal.

The *President.*

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Where were you born?—I was born in India of European parentage. My parents were settled and died here. I entered the Postal Department in June 1868 as Officiating Postmaster of Burdwán on half salary. I gradually rose in the Department and am now first grade Superintendent drawing a maximum salary of Rs. 500.

Have you in the course of your service been promoted over the heads of men who entered the Department earlier than you did?—Not within my Circle that I am aware of. I ought to mention that promotion goes according to Circles, and it is possible that a Superintendent in one Circle may rise a little quicker than a Superintendent in another Circle.

You have had an opportunity of seeing a good deal of the work done by the different classes of post office employés?—Yes.

What do you consider is the character of the Native employés?—I think they do very well as clerks and Postmasters, even as Postmasters of large offices, but I think that in the grade of Superintendent a European is more useful. I do not mean to say there are not Natives who make very good Superintendents, but I think, on the whole, that Europeans are more useful in those appointments.

Are Europeans useful as Superintendents in those Districts where there are a large number of Natives and where complaints on the part of Natives would be rife?—Yes.

Would a European in such a District be as able to investigate a complaint as a Native would?—I think so, with the assistance of his subordinates.

Is there any necessity for appointing gentlemen from England to the Department, or do you think we can find good enough men among the several races resident in the country, to fill all the offices in the Post Office?—I think that sufficiently good men can be found in this country to fill all the Uncovenanted appointments at any rate.

Is a system of competitive examination for the post of apprentice or clerk in the Department desirable or not?—I do not think it is. I think the departmental examination is sufficient.

What do you say to a competition for those appointments amongst nominated candidates?—I prefer pure nomination and departmental examination for first appointments, and I think that the higher grades of the Department should be filled by men who have had experience in the Department.

We have heard that nepotism has been exercised in making appointments to this Department. Did you owe your appointment in the Post Office to your relationship to any gentleman in authority in the Post Office?—I believe I got my first step in the Department, a paltry appointment on Rs. 30 a month, through the influence of my brother-in-law, Mr. Dillon.

Mr. *Kisch.*

In fact you got your appointment in the same way as other men; Natives as well as Europeans get their appointments under any system of nomination, *i. e.* by reference and introduction?—Yes. I had previously worked as an unpaid apprentice in the office for nearly six months.

Are you aware that lately there has been an extension of the Post Office in Burma?—Yes.

And that in consequence of that extension it has been necessary to apply to other circles for men to fill postal appointments in Burma?—Yes.

And that reference was made to the Postmaster General of Bengal on the subject?—Yes.

Can you say how many Natives were asked to go to Burma as signallers on increased pay?—Altogether eighty-five men were asked to go: of these eighty-five, eighty refused to go. The remaining five consisted of two Europeans, one Eurasian and two Bengalis, so that out of eighty-five men who were asked to go only five went.

And that although we have invited eighty-five men we have not yet been able to furnish twelve men to Burma?—We have been able to send only seven up to date.

And of these seven, how many were pure Asiatics?—Three.

And of those who refused to go, were they all pure Asiatics?—Yes.

And in fact the Department has been put to some straits in the matter through not having more men of the class who would be willing to go to Burma?—Certainly.

The Hon'ble Mr. *Maulvi Abdul Jubbar.*

Were there no Eurasians or domiciled Europeans whom you could have sent?—There were only four men who had been trained in signalling and those four went.

Mr. *Kisch.*

Were there not two Postmasterships vacant in Burma with salaries of Rs. 100 to Rs. 140 and house accommodation attached?—Yes.

To how many Natives in this circle were those appointments offered?—To fourteen, and out of these fourteen only one, who was a Mahomedan, went.

What pay was he getting here?—Rs. 60.

And to all the other men the offer would have been very great promotion?—Yes. Many of them were only getting Rs. 30.

And at last the appointments having been offered to these Natives there was no suitable man left to fall back upon but a Statutory Native?—Yes.

Are you aware whether the Superintendents of Post Offices in Bengal have all been asked whether they would go on field service in case of need, so that we might have that fact on record?—Yes.

And do you know whether any Native Superintendent has or has not expressed his willingness to serve?—Not one has expressed his willingness to serve.

The *President.*

How many Europeans and Eurasians have expressed their willingness?—Nearly all.

Mr. *Kisch.*

Do you think these are facts sufficient to show that it is necessary that the Postal Department should not be entirely restricted to pure Asiatics?—Certainly.

WITNESS No. VII.—*30th March 1887.*

Examination of BABU HEM NATH BASU, Postmaster of Midnapur.

The *President.*

I have been a Disbursing Postmaster for sixteen years and during this period I have been in charge of Divisions on two occasions and have officiated as a Superintendent for two months and a half. When I entered the Department there were in Bengal ten Bengali Superintendents and two European or Eurasian Superintendents. The Department worked at that time I think as efficiently as it does now, although now the European element predominates. Some important works were then done by some of the Native Superintendents, of which the principal were the Zamíndári or District post. The late Rai Dinobandhu Mitter Bahadur organized this system and the late Rai Surji Narain Banerjea Bahadur was sent on the Lushai expedition and made all the Postal arrangements there. At that time the most important Postal line was the Darjiling line and that line was then always under the charge of a Native Superintendent. A Eurasian was I think sent there, and if I mistake not, he was dismissed the service for failing to make proper arrangements for the transmission of mails. Even at present it seems that the Native Superintendents are more useful to the Department than their European brethren. Most of the Post Offices are under men who are unacquainted with English; and most of the European Superintendents are unacquainted with the vernacular, and have consequently to depend on their clerks for the working of the division. This I think has not a salutary effect, because in some cases the clerk delays translating the documents and important works are delayed, and in other cases no translations are made. Besides the clerk obtains an influence with the Superintendent which is, I think, undesirable. The purely Native Superintendents do not labour under these disadvantages and can give proper instructions to their subordinates who do not know English. As it seems to be the intention of the Department to have more village offices, offices under shopkeepers, it is the more desirable that there should be more Native Superintendents and that European Superintendents appointed in future should be required to pass a sufficient examination to show they can read and write Bengali and issue orders in it.

As a Postmaster my experience has been that European Superintendents have to depend more on the Disbursing Postmaster than the Native Superintendents have. The work of the Superintendents is such that it does not require uncommon energy and physical strength which the Natives may not possess. The half-yearly inspection reports show that the Native Superintendents make more inspections than the European.

As regards admission to the Department there are no rules, and I suggest that some binding rules be made, and that an educational qualification should be exacted not lower than the Entrance Examination; that the departmental examination be continued and that from among the passed candidates those who are senior in service be first provided with appointments.

At present promotion is generally given by patronage, and sufficient attention is not paid to seniority and to good service. Rules to govern promotion would prevent heart-burning.

It is reported that some Native Inspectors refuse to go to Burma. I may say that I volunteered for service in Egypt and have sent in my name as a candidate for field service anywhere. I think that the refusal of the Inspectors was due to the insufficiency of the pay offered. There are two grades, one on Rs. 100 per mensem and the other on Rs. 80, each with a travelling allowance of Rs. 2 per diem. They were offered for service in Burma as Postmasters Rs. 100 rising to Rs. 140 in 5 years. I know one man to whom that offer was made. It would have been a pecuniary loss to him to take it, and he declined the offer on that ground only.

The *President.*

I admit that several new departments of business have been added to the Post Office: for instance Money Order Savings Bank, Telegraphic Money Orders and Telegraphs, but formerly the area of each Superintendent's Division was much larger than it is now. I have also to observe that the addition of these branches of business increases the necessity for recruiting the Superintendents from Postmasters who have a practical knowledge, while outsiders without such experience are not qualified to undertake the duties. This is indeed my reason for saying that Superintendents who have not been Postmasters are obliged to depend on the Disbursing Postmaster of the head-quarter station: I desire to add that I was myself a Head Clerk in the Calcutta Post Office for a number of years and that two other Natives were also Head Clerks. The then Postmaster General, Mr. James, commended us for our work, and the then Presidency Postmaster promoted two of us for our services in the Calcutta Office.

WITNESS No. VIII.—*30th March 1887.*

Examination of BABU PRAFULYA CHANDRA BANERJEA, Stationary Examiner, Calcutta, Superintendent of Post Offices, 3rd Grade, and officiating in the 2nd.

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The *President.*

When did you enter the Department?—I entered the Department in 1866 as a clerk on Rs. 20; my present pay is Rs. 300.

The present system of recruiting the Department is in my judgment open to objection. I consider a fair education and a knowledge of the vernacular of the district in which an officer is going to work is essential, and that the present test, a mere departmental examination, is insufficient.

I am informed that as well among Native as European Superintendents there are some who have not received adequate education. My opinion is that this is a very responsible post, and that only men of tried merit should be appointed.

I do not wish Europeans and Eurasians to be excluded, but that they should not be appointed in a proportion greater than the educated among them bear to the whole of the educated persons in India, unless the appointments are made by open competition.

Inspectors should be promoted to be Superintendents if they can pass the competitive examination.

Promotion is by Circles, and so far as I am aware, it has hitherto been regulated by seniority tempered by selection on the ground of merit. I have not been superseded on any occasion, but on one occasion when an appointment to the Superintendentship of the Postmaster General's office was separated from the Superintendents' appointments, a gentleman junior to me, Mr. Heysham, was selected for that office on higher pay. But I would not have taken the appointment, and as after separation it was out of the ordinary line, I do not feel that I was superseded. I had nothing to complain of.

The *Postmaster General.*

Tastes vary as to which is the best division?—I can answer only for myself. I consider Burdwan Nuddea, Hughli Presidency, Burhámpur, Hazaribagh and Midnapore the best divisions and in the order I have mentioned.

I was for three and a half years Superintendent of the Burdwan Division. My family lived at Nuddea. At present Bábu Bishen Chandra Dutt is the Superintendent of that Division. I have seen him there for four years and more. I know him personally. Mr. Lord has Hughli. Bábu Surju Kumar Ganguli has the Presidency Division, and it has for the last five years been generally held by a Native. Burhámpur is held by Mr. Barker; Hazáribagh by Mr. Tillock and Midnapore by Mr. Kelly. I was once at Hazáribagh for two and a half years, and I liked it. The Department has progressed considerably since I have been connected with it. The Money Order, the Savings Bank, the Insurance, and the Value Payable Parcel Departments have been added to it. A Life Insurance Fund which has been created for postal employés. A Telegraph Remittance system has been introduced. These improvements have been made within the last ten years.

Mr. *Ryland.*

I have devoted my spare time to antiquarian research and have occasionally contributed to the "Bombay Antiquary." Mr. Gribble, Postmaster General, told me he had noticed some of my contributions to that periodical, and when I was a very junior Postmaster he gave me promotion to a Superintendentship of Post Offices. I must add that I had before risen within one year after my appointment from a clerkship on Rs. 20 to a Disbursing Postmaster's appointment on Rs. 95.

I wish to impress on the Commission that I think the proportion of Natives in the upper grades of the service is altogether insufficient, and that there should be a fair proportion in grades carrying salaries of Rs. 200 and upwards. If proper persons are selected, Natives will be found as active and as capable of undergoing fatigue as Europeans. And as regards Europeans, my opinion is, that, while in many respects some Europeans are superior to Natives, you cannot get such men on Rs. 200, whereas that salary would be sufficient to attract Natives of very respectable family and good education.

I do not recollect that I was asked to go to Burma, and of the Native Superintendents there are many of such advanced age that they would not be physically capable of going to Burma. I was asked if I would consent to have my name entered in a list of persons willing to go on field service I think I declined on the grounds of ill-health; that during the last two or three years as is well known to the authorities I was obliged to take sick leave; and for the same reason I applied for a transfer to the North-West Provinces.

There is a great preponderance of Natives in the appointments under Rs. 200; there are very few Eurasians and Europeans in those grades. I know Babu Anunda Gopal Sen, a Superintendent. He has three brothers in the Department. Ramjiawan Rai, Superintendent, has, I know, one brother in the Department. I cannot speak as to others.

Sittings at Lahore.

WITNESS No. IX.—*25th April 1887.*

Examination of W. HAWTHORNE, ESQ., Superintendent, 2nd Grade, Postal Department, posted to the Jullundur Division of the Punjab.

W. Hawthorne, Esq.

I was born in Peshâwar. My father is a General in the army. He entered the service of the East India Company and was appointed to the 7th Infantry, B. C. I was educated in England. For some years I studied medicine at University College, London, but before my course was completed, I was obliged to join my father in India, and in 1870, when I was 20 years

of age, I obtained an appointment in the Post Office. The first employment I received in the Department was the Postmastership of Dera Ismáil Khán, which I held for about 7 months. I was then promoted to the Superintendentship of the Ludhiana Division on Rs. 200 a month. I am now drawing Rs. 400 a month.

I would require persons seeking employment in the Department to possess a prescribed educational qualification, and in the case of a multiplicity of candidates with such a qualification I would make the selection by open competition. I would then require the successful candidates to undergo training as Postmasters and from Postmasters I would select men for the lowest grade of Superintendentships who should be promoted to the higher grades or more responsible appointments by merit. I desire to point out that the present system of promotion by Circles is inexpedient. In consequence of the existing system it may happen and often has happened that a junior man who is in one Circle secures much higher promotion than a senior man in another Circle, and this gives rise to a feeling of soreness in the Department. The service is an Imperial service; and there seems no good reason why the promotions should not be made with due regard to the claims of the more deserving among the senior men. I do not think that this would necessitate the transfers of officers. The duties and expenses of the several grades of Superintendents are, speaking generally, the same throughout the country. The Manual of the Department prescribes the same rules for all India.

We have at present a class of officers who are called Inspectors. The present class of Inspectors are insufficiently educated. I would appoint them in the same manner as Postmasters, and require them to have some training as Postmasters, and I would promote the most efficient of them to be Superintendents. All appointments over Rs. 30 are made by the Postmaster General. The Inspectors are usually appointed from clerks or from Postmasters of the smaller stations.

I consider that Superintendents should be gazetted officers. At present they are duly gazetted in the *Gazette of India* on appointment and not on promotion or transfer, nor are they gazetted in the Gazette of the local administrations. When Natives are selected of sufficient education and mental and physical vigour they make efficient officers both as Inspectors and Superintendents. The duties of the Department are not difficult.

In European cantonments and in frontier stations it is desirable to have men of European education if not of European parentage as Postmasters. This is where the educated Native is likely to fail.

Witness No. X.—*25th April 1887.*

Examination of Lala Mulraj, Superintendent of the 4th Grade.

Lala Mulraj.

I am Arvia (a sub-division of Vaisya) by caste, and am employed as Examiner of Post Office Accounts. My salary is Rs. 200 per mensem. I entered the Department in 1876 as Postmaster of a small station on Rs. 25 a month. In 1877 I was transferred to the Dead Letter Office and in that and in other branches of the Post Master General's office I remained until 1882, when I was appointed to act as Superintendent, 4th Grade. I was confirmed in that grade in February 1886. I held on two occasions combined charge of Divisions for three months. I have never found any difficulty in discharging the duties of this or of any other office imposed on me. I received my education in a school in Gujarát and there learned to speak and write English with ease. I have no other objection to the present constitution of the Department than that the number of Englishmen in it is unduly large. To some extent this may be due in this Province to the backward state of education which formerly existed. I would appoint to the Department by open competition, the successful candidates to be trained in an office and to be required to pass departmental tests before they are confirmed in their appointments. Promotion should be regulated by merit as well as seniority and the promotion in the service should be made from men of all Circles and not of that Circle only in which the vacancy occurs, but promotion should not involve transfer.

I do not object to the appointment of Europeans as well as Natives if they possess the required qualifications. In addition to a good knowledge of English a Superintendent must know the vernacular of the Division and should be able to mix freely with the people when he goes on tour.

Witness No. XI.—*25th April 1887.*

Examination of Munshi Mahomed Sazawar, Postmaster of Láhore.

Munshi Mahomed Sazawar.

I have 26 years' service in the Department and entered as a clerk on Rs. 30 when I was of the age of 20. I am now drawing Rs. 440.

I wish to say that the system of recruiting as obtaining in the Post Office of India is all that can be desired. The various grades, excepting of course the highest, are open to Asiatics and Europeans alike. I am of opinion that the Post Office of India cannot do entirely without Europeans, and that to maintain its efficiency a fair proportion of Europeans is indispensible. I must not, however, be understood to speak disparagingly of Natives; on the contrary I am able to say from experience that they are excellent officers on the whole, but I maintain that Europeans are more manly, their powers of organization are superior and their influence with the District and Military Officers is greater. As an illustration I may add that Europeans are more successful in the field and on occasions of movements of troops for manœuvres and on the frontier. In support of this I may mention that during the Afghan Campaigns of 1879 and 1880, and in the Burma Expedition and in the Camps of Exercise held from time to time, the success

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of the Department has been due to the exclusive employment of European Agency for administration and direction. The Native element is, I think, fairly represented in the various grades carrying salaries of Rs. 100 and upwards. The Deputy Comptroller, Post Office, on a salary of Rs. 900, is a Native, as also was the late Postmaster General of the North-West Provinces, but as vacancies occur, further encouragement should be given by the employment of deserving Natives in the higher grades.

I think a proportion of duly qualified Natives might be safely appointed to fill all appointments below the rank of a Postmaster General including the Accounts Branch of the Department. The posts of Postmasters General I would reserve for Europeans, and if it is desirable to extend the employment of Asiatics to the same, I would have none but the very best men available, I mean, men like Mr. Badshah, the present Postmaster General of the North-West Provinces.

But Natives duly qualified to be the equals of the Europeans have better chances of advancement in other Departments of Government than the Post Office, even if they started as Superintendents of Post Offices or Postmasters in the higher grades, which of course could not be done, as they must enter the lower grades and work their way up. The Post Office of India is miserably underpaid, and is not only overworked but its responsibilities are very heavy, while promotion is very slow, and I am afraid that duly qualified Natives, in the strict sense of the term, would not care to join it so long as the present state of things continues.

I can quote several instances of the slow rate of promotion in the Department, but I think one will be quite sufficient for my present purpose. And it is noteworthy that this has reference to Europeans who, according to the discontented few, are the favored party.

A gentleman by birth and education joined the Department about 17 years ago, and although his work has been uniformly good and has been, I believe, acknowledged more than once, the Post Office of India has not yet been able to find a place for him in the first grade of Superintendents carrying a salary of Rs. 400 rising to 500. As I have said already, such instances could be multiplied. The slowness of promotion is not uniform and therefore the defect might be remedied by promotion from an Imperial list, but I am altogether opposed to transfers. A Punjabi could be of little use in Burma and a Bengali and a Madrassi could do better in their own parts of the country than in the Punjab.

The Post Office of India, then, in view of the means at its disposal, is to my mind administered on the most liberal principles, and I think there can be no better proof of this than the unparalleled and wonderful success it has attained as shown by the latest published report of the Director General. The Department might be made more attractive to really good men by raising the salaries of certain grades and by extending to its Uncovenanted officers the concession of counting furlough as service for pension which is, I believe, already done in other Public Departments.

I have not visited England, but I have gone by sea to Aden, indeed to Jeddah.

Sittings at Simla.

WITNESS No. XII.—*6th June 1887.*

Examination of PANDIT SALIG RAM, Superintendent, Postal Department.

The *President.*

Pandit Salig Ram.

To what sect of Bráhmans do you belong?—I am a Sáraswat Bráhman.

What is your grade in the Post Office?—I am a Superintendent.

When did you enter the Department?—In 1867 in the grade formerly called Sub-Inspector, on Rs. 50 per mensem.

Where were you educated?—Chiefly in the Punjab and, for a short time, in Benares. My family belonged originally to the Punjab, but is now settled at Benares and Gázipur in the North-West Provinces. My uncle is a land-holder in the Gházipur District and Vice-President of the Gázipur Municipality and also an honorary Magistrate. My grand-father was in the army of the late Ranjit Singh. My father was married at Benares and died when very young. After the annexation of the Punjab by the British the jághir which had been granted to my grandfather by Ranjit Singh was resumed; my family has ancestral property in the Gázipur District, of which the gross rental is between Rs. 55,000 and Rs. 60,000 a year.

Are any other members of your family in the Public Service?—No.

How long did you remain in the Inspector's grade?—About three years.

Had you had any experience of public business before you entered the Department?—No.

How did you learn your duties?—A week or ten days previous to my appointment I attended a Post Office and was shown the duties of a Postmaster and after that, the Superintendent of the Division took me with him on tour for couple of months and showed me Inspector's work. After six months in the Inspector's grade, I was appointed to officiate as Postmaster of Azamgahr on Rs. 75. I occupied that position for about a couple of months and would then have reverted to my original Sub-Inspectorship. But in the mean time that post had been abolished and a new Inspectorship sanctioned in the Imperial Department with a salary of Rs. 50 rising to Rs. 75; and to that post I was appointed. I should explain that the District Dák Department is managed by the Postmaster General under the local Government, and the salaries of Sub-Inspectors were formerly paid out of the District dák funds.

After you became Inspector where did you serve?—In Bastí, Azamgahr, and Gorakhpur. I have never served in any other districts as Inspector; subsequently I was promoted to act temporarily

as Postmaster of Manpuri on Rs. 150 to Rs. 200 and then as Officiating Superintendent of the Agra Division. Subsequently I got a Head Clerkship in the Allahabad Post Office on Rs. 100 rising to Rs. 140; in that capacity I acted until I was transferred to the Postmaster General's Office as Head Clerk of the Delhi Office on an equal salary, and there I remained for about six years with intervals in which I was officiating as Superintendent. I also officiated in the higher Postmaster's grade on Rs. 175 rising to Rs. 225 at Gwalior until I was promoted to a permanent Postmastership at Mirzápur. After four years' service in that post I was transferred at my own request to Gorakhpur on the same pay, and three or four months afterwards was appointed to officiate as Superintendent in the same Division, which appointment I held for about fourteen months. I was then ordered to proceed to Bareilly to officiate as Superintendent of Post Offices there. After three or four months I reverted to my substantive appointment as Postmaster at Gorakhpur and shortly afterwards my pay was raised from Rs. 150 to Rs. 200. I remained there about six months and was then appointed to officiate as Examiner of Accounts. In those days a certain number of Superintendents were told off to examine accounts. I officiated as Examiner of Accounts in the Bareilly Division, in the Meerut Division, in the Oudh Division and in the Allahabad Division, until I again reverted to my substantive appointment. Some eight months after that I again got officiating promotion as Postmaster at Benares on Rs. 250 rising to Rs. 300, and after eighteen months there I reverted to my former post. At this time I was offered a Deputy Collectorship on Rs. 250 a month by the Board of Revenue, North-West Provinces, but I was too deeply interested in the success of the Revenue Money Order system to think of my own private interests, and had consequently to decline the offer. That was a system of my own devising. Before bringing it to the notice of the Postmaster-General I had given it a three months' trial in the Gorakhpur District with the concurrence and assistance of the Collector of the District and had found it very popular.

Will you kindly explain to us the details of that system?—It is a system which enables land-holders to pay revenue dues through the Post Office by means of money orders.

These money orders are in a special form, are they not?—They are now, since the system has been adopted, but while the scheme was in the stage of experiment I made use of the ordinary forms.

The object of the system is to enable the land-holder to avoid the trouble of a journey to the Tahsil?—Yes.

Can you as a land-holder tell us whether the system is advantageous in any other respect?—Yes. I can say that in ninety-nine cases out of a hundred where the land-holder goes to the Tahsil he has to pay something to the Tahsil Amlahs. I can also say that in my twenty years' experience I have never come across a Tahsil Amlah who would do the work for nothing. I first brought the system to the notice of Mr. Kennedy, the Collector, who at once permitted its introduction tentatively in two Tahsils and it worked so well that during the first three months I believe three hundred money-orders of that class were applied for. I then reported the system and the results obtained to the Postmaster General, and in due course it went before the Board of Revenue, North-Western Provinces, who obtained leave from the Local Government to give it a six months' trial. It is now universally adopted in the North-Western Provinces and Oudh, and from the first of the last month throughout the Lower Provinces of Bengal and Behár. It is more difficult to work the system in the North-West owing to the fact that there are so many centres of payment in the Districts, whereas, in Bengal, payments of revenue are all made at the head-quarters of the District. The payment of revenue by money-order is limited to sums of Rs. 50 and under. I have the returns of the last year which I will put in. The most remarkable fact that I have noticed in connection with the working of the Revenue Money-order system is that a very large number of such orders are issued from Post Offices situated at Tahsil stations for payment to the local Tahsildárs. In such cases it cannot be said that the zamindárs made use of the Revenue Money-order system to save themselves the expense and trouble of a journey to the Tahsil for they have to come to the Tahsil town, but instead of paying the money into the Tahsil, which is generally a few yards off, they prefer paying into the Post Office. There can be no more conclusive proof of the popularity of the system with the revenue-payers who evidently see some other and more substantial advantages in the use of the system than merely the saving of trouble and expense which a journey to the Tahsil involves.

But numerous as the advantages of the system are the success with which it has been worked in the North-West Provinces and Oudh is due mainly to the cordial co-operation and help which I have invariably received from the District officers. If it had not been for their sympathy and support it would have been difficult to work out the scheme successfully.

I believe there has also been introduced a system of payment of rent to Zamindárs by postal money-order issued in a special form?—Yes, that also was my idea.

Will you kindly explain the details?—The tenant goes to the Post Office and fills up a form, or gets it filled up free of all charge. That form differs from the ordinary money-order in that it contains particulars as to the village or the Mahál on account of which the rent is payable as well as the name of the sender and the payee and the particular period for which the rent is paid, that is to say, the *kist*.

Does this form of money-order afford protection to the tenant from fraud?—Yes, in different ways. In the first place it is customary with landlords to deal with their tenants through Karindas. These Karindas are not less prone to exact gratuities than the Tahsil Amlahs. Not unfrequently they refuse or omit to give receipts, and if they do, they sometimes give a receipt for a less sum than was actually paid. Or it may be that the Karinda does give a correct receipt, and it is tenant who claims to have paid more than he really paid. The new system will protect the tenant from the Karindas and the Karindas from the tenant, should either party be disposed to cheat the other.

Does it also protect the tenant from having the amount paid by him credited, not to a kist which he intended to discharge, but to an arrear which is barred by emulation?—Yes, under the money-order system the tenant is able to prove in respect of what kist the payment was made, for it appears on the face of the order. Under the old system the tenant might produce ten witnesses to prove that his payment was made for a current demand, but the landlord might produce twenty to prove the contrary, or rely on the receipt given by his Karindas which the tenant could not read.

I believe that in Bengal, notwithstanding legislative prohibition, it is the case that illegal cesses are still sometimes enforced?—That is the general complaint.

The new system of payment of rent by money-order, if it is adopted in Bengal, will protect the tenant from the payment of illegal cesses?—Yes.

Can you say of your own knowledge whether these cesses are still enforced?—Yes.

The Honourable Mr. *Quinton.*

How do you know that?—Because I am myself a land-holder, and moreover I have some intimate friends among the land-owners in Bengal who have told me so.

The *President.*

Am I rightly informed that owing to the expense entailed upon the rayat in legal proceedings on payment of the rent into Court he prefers to pay the cess rather than contest it?—That is the case.

Where has this system been introduced?—Throughout the whole of the North-West Provinces and Oudh since the beginning of March last.

Has it been done with the concurrence of the local Government?—I personally consulted a very large number of Collectors and Commissioners before obtaining sanction to the introduction of the system. They were all in favor of it. It was they who suggested that it was most important that the receipt which the tenant would get through the Post Office and the coupon which gave the details of the transaction should both state on account of which kist the money was paid. To meet this requirement I provided a stamp called a kist stamp. It is printed in the vernacular and is stamped on the receipt which comes back to the tenant as well as on the paper which is handed over with the money to the landlord; and we have notified that no alterations in the impression of that stamp will on any account be recognized. As I said before, the system was introduced on the first of March last. It is very difficult to reach the tenants, but notwithstanding, in the very first month we issued between twelve and thirteen hundred money-orders of this class, and in the following month, although our returns for April are incomplete, the number has risen to two thousand four hundred. That, I think, shows that the system is very popular with the tenants.

Do you know of any instances in which valuable suggestions made by Natives in the Department have been ignored by the Heads of the Department?—I know of none; and my experience has been quite the reverse. I have myself always been met half way in every suggestion for an improvement I have been able to offer. In fact I do not think that the authorities in the Department or out of it could have given me more encouragement than they have as regards the two improvements which I have just explained.

With regard to the constitution of the Department would you advocate its division into an upper and a lower service, so that you might recruit men of better education for the upper grades than for the lower?—Yes; I think that would be an advantage.

Where would you draw the line between your upper and lower services?—At Superintendents. Inspectors would belong to the lower service.

The Honourable Mr. *Quinton.*

What is the highest pay of an Inspector? An Inspector in the local circles gets from Rs. 60 to Rs. 100. (To the President.) I would place Postmasterships also, excepting the Presidency, and perhaps one or two of the other more important Postmasterships, in the lower service.

Would you bar all promotion from the lower to the higher service?—As a general rule I would get the best men for the upper service without any consideration whether they belonged to the lower service or not. That is to say, I would not promote a man from the lower to the higher service as a matter of right.

What class of Natives, using the term in the statutory sense, do you think you would get for the upper grades of the Postal service if one were established?—I should take men of good education and belonging to respectable families, but I would not look entirely to social position though I would not ignore it altogether. My first consideration would be the man's ability.

Would you recruit by a system of competitive examination or by selection?—I do not think it would be necessary to have an examination to test a candidate's literary attainments, because that would have been done by the Universities. I would have a system of nomination tempered by competition. For instance, if the Heads of Circles sent up ten men each to the Director General there might be competition between those men.

You would, I understand, insist on some educational qualification?—Yes.

Up to what standard? I should like to get the best man I could. For instance if among the applicants there were fifty of men who had passed the entrance examination and fifty who had passed the F.A. and fifty who had passed the B.A., I should prefer to get as many of the highest class as I could. Of course my remarks are only applicable to Statutory Natives. I would not accept any one who had not an educational qualification equal at least to that of F. A.

What other qualifications would you insist upon for the superior appointments?—Physical qualifications. The candidate should be able to ride and to do hard work and have no objection to serve in any Province of India. Ordinarily I would keep Natives of India in

their own Provinces, but in cases of emergency they should be prepared to go wherever they might be ordered, that is, if they belonged to the superior service.

Do you consider it necessary to restrict the employment of any class in the Department ?—No. I think all classes are equally fit, provided they have the necessary qualifications. I do not think there is any question of race in this matter.

Have you had men of different nationalities serving under you ?—Yes over me, under me, and with me.

Speaking of the men who have served under you what is your opinion of the qualifications of the several races for service in the Department ?—I think Asiatics and Europeans are equally capable of doing good work in the Post Office. Of course I am speaking generally. I have seen very competent and very incompetent Asiatics and very competent and very incompetent Europeans. Of course there are certain appointments which are specially suited to special classes. There are appointments more suitable for Europeans than Asiatics, while there are others from which I would like to see Europeans excluded altogether. For instance as regards Europeans and Eurasians we have a sorting section, called the sea section, in which the letters are sorted for Europe. I think a European is physically and owing to his freedom from prejudices more fitted for that kind of work. Then there is the Railway Mail Service. Some Asiatics have done wonderfully well in that service, but generally Europeans are more fitted for the work. The duties are such as bring them into contact with a class of Europeans who have generally very little sympathy with Asiatics.

And I suppose it is frequently necessary to put pressure on the Railway Department to forward the mails ?—I do not adduce that as a reason for excluding Natives from that branch of the Department, but what I say is that a European can command respect from a certain class of Europeans and to a greater extent than a Native can. On the other hand, there are appointments which I think are more suitable for Natives—for instance, all Inspectorships, without taking into account what their pay may be, and Managerships of dead letter offices. I have myself acted in the dead letter office under European Superintendents and it is my deliberate opinion that a Native is more fitted to take charge of a dead letter office than a European. Again, I am of opinion that a Native officer can much more effectually detect and put a stop to corruption and dishonesty on the part of Native subordinates than a European can. Take the instance of the Simla line. It is notorious that so long as this line was in charge of European officers corruption and dishonesty on the part of Native subordinates could never be put a stop to. It was only when a Native Superintendent was placed in charge of the line, that these blots were effectually removed and the management of the line brought to its present state of perfection. The success of Natives in this particular of course is, in my opinion, due to the fact that they understand Native subordinates better and are less liable to be deceived. They know and hear much which will never reach the ears of European officers who necessarily live more or less isolated from the Native community.

Are the Europeans and Eurasians who seek employment in the Department more suited for active work than sedentary duties ?—That is not my opinion. The work of an Inspector is not sedentary. I do not think there is any other officer from whom greater activity is required, and yet I would have Native and not European Inspectors. Then my opinion is that the Examiners of accounts, whether travelling or stationary, should always be Natives. I have seen the work of both Native and European Examiners and my opinion is that the Native has more aptitude for the work of Examiner than the European.

The Honourable Mr. *Quinton.*

Are they better accountants ?—I cannot give any positive opinion as to that, but I can honestly say that I have always preferred the work of Native Examiners as a class.

The *President.*

Do you consider they exhibit more patient care and accuracy than Europeans in the investigation of details ?—It may be so.

How would you recruit Inspectors and Postmasters ?—I would insist on their possessing a certain standard of educational qualification, but beyond that I would leave the selection of Postmaters and Inspectors to local authorities.

Do you approve of the system of promoting by Circles ?—No, it causes great hardships owing to the fact that promotion may be slower in one Circle than in another. Moreover, as the Department is one for the whole of Inda, there is no reason why there should be Circle promotions.

The Honourable Mr. *Quinton.*

Did you not say that you thought Natives of India should as far as possible be employed in their own Provinces ?—We are not necessarily transferred when we are promoted.

Have you ever served in other Circles than the North-West Provinces ?—I have never served outside the North-West Provinces.

Do you know whether Native officers willingly serve in other Provinces than that in which their families are settled ?—I do not know, but I think that if they object to go outside their own Province, they are not fit for the appointments.

The *President.*

Is there any ground for the suggestion that promotion has been unfairly distributed in this Department ?—No. There are discontented men in every service, but I am not aware of any case in which it could be clearly shown that injustice has been done.

Is the Postal service of such a nature that the Head of the Department is compelled to make selection in order to secure efficiency ?—Yes. If promotion had always been by seniority I do not think the Department would be as efficient as it is.

Do you know of any instance in which the selection has been generally regarded as unfair ?—No. In every case of promotion I have known there have been discontented men, but I know of no case in which actual injustice was done.

As between Asiatic Natives and other classes employed in the Department, do you know of any instance of Asiatic Natives having been unfairly dealt with?—I do not know that anybody has been unfairly dealt with on the ground of race or that anybody has been unfairly dealt with at all. There have been cases in which people thought they had been unfairly dealt with.

Have you anything to say as to the conditions of service in the Department?—The Department is very lowly paid, especially in the Superintendent grade, if you take into consideration the duties and responsibilities and the power of Superintendents. The lowest pay of Superintendents is Rs. 200 and they can make appointments up to Rs. 30, transfer up to Rs. 30, and dismiss up to Rs. 20. The Superintendent in the Post Office has much more power than a Superintendent of Police, and in the matter of patronage I believe he has greater power than many other officers in the Department, and yet his pay is only that of a Second Grade Tahsildár. I do not mean that Rs. 200 is too small to enter the grade upon, but for men who have been Superintendents for five or ten years it is very small pay.

What is the highest pay of a Superintendent?—Rs. 500, the lowest pay of a Subordinate Judge.

Do you consider that the pay of Superintendents should be higher in order to attract good men to the Department?—Yes, and also because the low scale of pay degrades them in the eyes of the higher officers of Government. As an instance of this I will cite my own case. I was in Calcutta on the Jubilee day and therefore could not attend the Jubilee Darbár at Benares. On my return to head-quarters I was told by my friends that I had been ranked in the Darbár below First Grade Tahsildárs, notwithstanding the important nature of my duties and the fact that I correspond directly not only with Commissioners and Collectors but also with the Board of Revenue and the Local Government. I made no protest because I received no official communication as to the place which had been assigned to me: but when afterwards I made private enquiries I was told that, having no defined position, my place had been accorded with reference to my pay.

Do you consider that the lower grades of the Department are sufficiently paid?—Not the very lowest, but we cannot afford to pay them higher, because the Department being a progressive one, unless we work cheaply we cannot extend our operations.

The Honourable Mr. *Quinton.*

Have you any difficulty in getting capable men on the present pay?—Taking the average I do not think we get bad men. I think we do not compare badly with any other Department as regards honesty, integrity and good work.

The *President.*

I believe the lowest salaries are often paid to men who have some other employment?—I was referring to the Imperial Department men.

Do you consider the employés of the Department fairly honest?—I consider they are more than fairly honest. They compare favorably with any other Department. In fact taking their pay, and the enormously large sums of money they have to deal with, into consideration they are more honest than you would expect them to be.

Do you know whether they ever supplement their incomes by taking unauthorized fees?—Some cases of that kind have come to light, but very few when you consider the amount of money that passes through the hands of the low-paid officers and the number of people with whom they deal. Our supervision is very strict and when such a case occurs we always sift it to the bottom and punish the official severely if guilty. A Sub-Postmaster in issuing money-orders may sometimes take a couple of pice, but such cases are very rare and of the most trivial character.

Have you anything to say as regards promotion in the Department?—We have six appointments in the Department below the post of Director General which at present constitute the superior service, *viz.*, five Postmaster Generalships and one Deputy Director Generalship. Until recently three of these appointments were in the hands of Uncovenanted officers of the Department, but one by one they have been withdrawn until now; out of these six appointments five are held by Covenanted Civilians and one by a Military Officer.

Is not one of these Covenanted Civilians an Asiatic?—Yes, but he is a Covenanted Civilian nevertheless. No doubt it is very necessary for the welfare of the Department that there should be some Covenanted Civilians at the head of Circles: it gives prestige to the Department in dealing with Local Governments and Heads of Departments. We have a Postmaster General recently appointed in Bengal, a Covenanted Civilian, who, before he entered the Department, was a Secretary to the Bengal Government. I refer to Mr. Kisch. It was he who introduced the Revenue Money Order system I have spoken of into Bengal, and I know for certain that it was due to his influence with the Bengal Government that he got the business so smoothly and quickly settled. I do not mean to say that a man of Mr. Kisch's ability would not have had that influence if he had not been a member of the Civil Service, but I think the fact of his being so, and his former connection with the Bengal Secretariat, conduced greatly to the result. It may be said that these appointments are not closed to Uncovenanted men, but that is not enough, because the fact remains that they are practically closed to us. If the Director General had said that there was not a single Uncovenanted officer in the Department who was fit for the post of Postmaster General, it would have been another thing, but so far as I am aware the Director General has never expressed any such opinion, and yet no Uncovenanted civilian holds a Postmaster Generalship. I think that at least two if not three of these appointments should be reserved for Uncovenanted officers. In a large Department like the Post Office of India there must surely be two or three European or Native officers who would be fit to hold these appointments. There is another point I wish to refer to. The fifty-five

years' rule is virtually ignored in this Department. I do not mean to say that all men above fifty-five are inefficient, but there can be no doubt that younger men are more energetic and vigorous and therefore more suited for the duties required of Postal officers. I do not object to an Uncovenanted officer who has attained the age of fifty-five being allowed to remain in the service when he is a man of exceptional ability, but the mere plea that a man does not neglect his work or is not altogether incapable is not a sufficient reason for retaining him in the service. The number of the higher paid appointments in the Department is so few compared with that of the lower appointments that promotion is exceedingly slow and difficult.

The *Director General.*

How many cases of dishonesty have occurred in the Revenue Money Order Department?—In the last year there was one case in which a man embezzled Rs. 63, although the total transactions amounted to nearly eleven lákhs of rupees. The year before last our transaction amounted to seven lákhs of rupees and only one case of dishonesty occurred in which a sum of Rs. 22 was embezzled.

The *President.*

Have you anything further to say?—Yes, as regards promotion in the Department, Natives as a class labour under this peculiar hardship that they always enter the Department at the bottom where the pay is not sufficiently high to attract men who in time may become fit to hold the higher appointments, so that notwithstanding the good intentions of the Head of the Department to give Natives higher appointments, very few Natives really prove themselves fit to take up these appointments. This is due to the fact that Natives are never directly appointed to the higher posts in the Department but always have to enter at the bottom. My own was an exceptional case. I wish to point out that it is owing to the majority of the Natives in the Department having entered the service in the lowest grade that so few of them have been found sufficiently qualified to be entitled to promotion.

Would not that defect be remedied by the division of the service into superior and subordinate grades?—Yes, and I would add that, although I do not mean to say that promotion in the Department always goes by seniority, I think that too much attention is paid to seniority.

Do you think that there are many educated Natives who, looking to the work which is required of Superintendents, would elect to enter the Postal Department in that grade rather than the Judicial and other Departments of Government?—Of course the openings in the Judicial and Executive Departments are more numerous and the pay higher, but I think that if you offer sufficient inducements you will have no difficulty in obtaining competent Natives to enter the service in the higher grade. When I say competent Natives I mean Natives of energy as well as ability and intelligence.

Did you ever volunteer for field service?—I was never asked to do so. [At the close of the sitting the witness asked to make a further statement.] I wish to add that I have recently seen in some public prints charges that favoritism is being shown to Europeans, and that officials in the Department employ their own relatives. I think it is due to the Natives in the Department, at least so far as the North-West is concerned, to say that these sentiments are not shared by them. It is my deliberate opinion that if it had not been for the present head of the Postal Department there would be very few Natives in the higher ranks. I agree with every word that has been said by Mr. Sheridan. I do not deny that there are some European members of the Department who are related to officials in the Department, but if one European has one relative in the Department there are at least fifty Natives in the Department who have fifty relatives there. In the North-West it is the rule. I have myself superseded Europeans many times and have been superseded by Europeans, but I was never superseded by a European because he was a European, nor have I ever superseded a European because I was a Native. These promotions are always made on public grounds. Mr. Henry Sheridan is a gentleman who is stated to have obtained undue promotion since he entered the Department. The fact is that though Mr. Sheridan has compiled a Railway Mail Service Handbook still he has got no substantive promotion. Mr. Massa got special promotion for special ability in compiling a Foreign Post Handbook while on 3 months' privilege leave. Lest it may be thought that the sentiments expressed in these newspapers are the sentiments of Natives in the North-West I give them the most emphatic contradiction.

The *President.*

Is progress being made in the education of the more vigorous races of the North-West and Punjab?—Education is progressing, but not I think with the same rapidity as in the Lower Provinces. Still we are making some progress.

India.
Post Office.
Sec. III.
Pandit Salig Ram.

Return of Rent Money-Order work done in several Districts of the North-West Provinces and Oudh during the month of April 1887.

Names of Districts.	Total number of Rent Money-Orders issued.	Total value of Rent Money-Orders issued.	Total amount of Commission realized.	Remarks.
N.-W. PROVINCES.		Rs. a. p.	Rs. a. p.	
Agra	45	1,032 10 9	13 6 0	
Aligarh	18	932 15 6	10 8 0	
Allahabad	267	2,162 10 7	45 12 0	
Azamgarh	170	1,545 3 6	29 12 0	
Ballia	11	40 14 0	1 10 0	
Banda	16	102 10 2	2 10 0	
Bareilly	59	348 4 6	8 8 0	
Basti	89	1,171 1 9	19 0 0	
Benares	42	484 7 6	8 6 0	
Bijnor	9	122 11 9	2 2 0	
Buldaun	58	767 6 6	12 8 0	
Buandshahr	356	8,050 1 0	112 10 0	
Cawnpore	57	544 7 9	10 2 0	
Dehra-Dun	.....	.....	.. ...	
Etah	14	179 8 3	2 10 0	
Etawah	243	4,170 8 6	61 4 0	
Furruckabad	117	1,544 7 0	23 6 0	
Fatehpur	1	49 11 0	0 8 0	
Ghazipur	24	231 4 9	4 6 0	
Gorakhpur	178	772 4 11	24 12 0	
Hamirpur	1	25 0 0	0 4 0	
Jalaun	.....	.....	.....	
Jaunpur	74	706 5 11	13 12 0	
Jhansi	.....	.....	.....	
Lalitpur	.....	.....	.....	
Mainpuri	86	1,197 0 3	18 0 0	
Meerut	16	301 4 3	4 4 0	
Mirzapur	106	1,232 4 0	20 0 0	
Moradabad	61	642 0 6	11 14 0	
Muttra	32	847 2 6	11 6 0	
Muzaffarnagar	13	419 2 6	6 0 0	
Pilibhit	6	34 9 6	0 12 0	
Saharanpur	14	226 11 3	3 8 0	
Shahjahanpur	40	462 14 6	8 4 0	
Total for N.-W. P.	2,223	30,347 12 10	491 12 0	
OUDH.				
Bahraich	4	63 0 0	1 2 0	
Bara-Banki	15	155 9 6	2 12 0	
Fyzabad	18	325 5 0	4 4 0	
Gonda	28	680 15 10	8 10 0	
Hardoli	7	97 4 0	1 6 0	
Kheri	.....	...	.....	
Lucknow	13	200 12 0	2 12 0	
Partapgarh	21	657 10 9	7 14 0	
Rae Bareli	4	61 2 0	0 14 0	
Sitapur	2	66 8 0	1 0 0	
Sultanpur	21	226 4 6	3 14 0	
Unao	12	137 10 6	2 4 0	
Total for Oudh	145	2,672 2 1	36 12 0	
Grand Total	2,368	33,019 14 11	528 8 0	

SALIG RAM,

Camp Simla, the 11th June 1887.

Superintendent, Revenue Money-Order Operations, North-West Provinces and Oudh.

Return of Revenue Money-Order work done in several Districts of the North-West Provinces and Oudh during the year 1886-87.

Names of Districts.	Total Number of Revenue Money Orders issued.	Total value of Revenue Money Orders issued.	Total Amount of Commission realized.	Remarks.
		Rs. a. p.	Rs. a. p.	
N.-W. PROVINCES.				
Agra	103	3,611 9 9	43 2 0	In the districts marked* the system has been in force throughout the year. 2. In the remaining districts of the North-Western Provinces the system was introduced only on the 1st August 1886, so that the figures given against them represent the result of only 8 months' work. 3. In Oudh the system was introduced on the 1st October 1886 and the figures given against Oudh districts in this return are therefore the result of only 6 months' work.
Aligarh	129	7,815 11 8	86 10 0	
Allahabad	377	6,932 15 7	97 8 0	
*Azamgarh	8,794	1,67,389 2 10	2,251 7 0	
*Ballia	3,433	53,162 13 11	797 11 0	
Banda	457	25,911 11 4	381 12 0	
Barreilly	355	8,470 9 8	109 14 0	
*Basti	11,613	1,57,647 9 3	2,475 10 0	
*Benares	169	3,087 10 6	44 4 0	
Bijnor	83	2,411 3 5	29 12 0	
Budaun	649	18,362 1 5	244 0 0	
Bulandshahr	1,087	52,665 4 9	611 6 0	
Cawnpore	65	2,501 12 10	31 12 0	
Dehra-Dun	2	4 8 0	0 4 0	
Etah	301	9,900 14 1	116 4 0	
Etawah	202	5,641 12 0	70 2 0	
Furruckabad	188	4,017 7 6	52 4 0	
Fatehpur	160	3,106 7 1	42 2 0	
*Ghazipur	8,436	1,41,427 1 3	1,987 8 0	
*Gorakhpur	16,416	2,82,796 14 2	4,168 6 0	
Hamirpur	144	4,331 8 0	51 14 0	
Jalaun	217	8,444 10 6	101 8 0	
Jaunpur	1,547	22,972 5 0	332 14 0	
Jhansi	89	5,201 14 10	58 12 0	
Lalitpur	216	7,933 14 10	98 0 0	
Mainpuri	25	347 11 1	5 2 0	
Meerut	293	16,414 13 7	186 12 0	
*Mirzapur	374	7,802 5 3	105 6 0	
Moradabad	150	3,854 6 0	50 8 0	
Muttra	179	5,180 12 10	62 10 0	
Muzaffarnagar	192	9,185 14 11	108 0 0	
Pilibhit	24	671 9 4	8 10 0	
Saharanpur	285	12,216 13 2	138 14 0	
Shahjahanpur	87	2,114 2 10	28 0 0	
Total for N.-W. P.	56,841	10,63,538 3 2	14,978 8 0	
OUDH.				
Bahraich	33	670 2 11	9 10 0	
Bara-Banki	88	1,769 2 4	23 6 0	
Fyzabad	184	3,437 4 6	45 0 0	
Gonda	193	5,345 1 6	65 10 0	
Hardoi	40	1,149 4 6	14 12 0	
Kheri	3	144 0 0	1 10 0	
Lucknow	217	3,793 15 11	53 14 0	
Partabgarh	38	1,173 10 8	14 0 0	
Rae-Bareli	80	2,462 10 8	32 12 0	
Sitapur	4	22 8 0	0 8 0	
Sultanpnr	84	1,365 6 0	18 8 0	
Unao	83	2,221 13 9	26 12 0	
Total for Oudh	1,047	23,555 0 9	306 6 0	
Grand Total	57,888	10,87,093 3 11	15,284 14 0	

SALIG RAM,

Superintendent, Revenue Money-Order Operations,
North-West Provinces and Oudh.

Simla, the 9th June 1887.

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Pandit Salig Ram.

Return of Rent Money-Order work done in several Districts of the North-West Provinces and Oudh during the month of March 1887.

Names of Districts.	Total number of Rent Money-Orders issued.	Total value of Rent Money-Orders issued.	Total amount of commission realized.	Remarks.
		Rs. a. p.	Rs. a. p.	
NORTH-WEST PROVINCES.				
Agra	2	113 0 0	1 4 0	
Aligrah	.....	.....	.....	
Allahabad	65	531 13 3	10 8 0	
Azamgarh	323	2,791 7 7	57 8 0	
Ballia	10	41 3 2	1 6 0	
Banda	.....	.....	.....	
Bareilly	21	134 9 6	2 12 0	
Basti	98	835 11 5	16 2 0	
Benares	26	315 2 9	4 12 0	
Bijnor	22	689 6 6	8 6 0	
Budaun	29	233 14 6	4 2 0	
Bulandshahr	11	167 8 0	2 14 0	
Cawnpore	17	225 12 10	3 8 0	
Dehra-Dun	1	25 0 0	0 4 0	
Etah	9	76 3 0	1 6 0	
Etawah	27	369 5 3	5 10 0	
Furruckabad	77	695 1 9	13 2 0	
Fatehpur	.....	.....	.....	
Ghazipur	37	476 13 0	8 0 0	
Gorakhpur	76	470 2 1	10 14 0	
Hamirpur	.....	.....	.....	
Jalaun	3	52 15 3	12 0 0	
Jaunpur	56	311 8 0	8 0 0	
Jhansi	.....	.....	.....	
Lalitpur	.....	.....	.....	
Mainpuri	16	219 6 6	3 8 0	
Meerut	29	652 4 11	9 4 0	
Mirzapur	49	476 12 9	8 2 0	
Moradabad	76	663 12 6	13 2 0	
Muttra	5	133 7 11	1 12 0	
Muzaffarnagar	16	186 5 6	3 8 0	
Pilibhit	3	35 0 0	0 10 0	
Saharanpur	19	239 6 0	4 0 0	
Shahjahanpur	41	325 8 9	6 8 0	
Total for North-West Provinces	1,164	11,488 10 8	211 8 0	
OUDH.				
Bahraich	.....	.....	.....	
Bara-Banki	4	57 4 0	0 14 0	
Fyzabad	12	215 4 9	2 12 0	
Gonda	12	138 10 0	2 2 0	
Hardoi	.....	.....	.....	
Kheri	.....	.....	.....	
Lucknow	1	7 0 0	0 2 0	
Partabgarh	1	20 0 0	0 4 0	
Rae-Bareli	.....	.....	.....	
Sitapur	.....	.....	.....	
Sultanpur	13	306 2 6	3 14 0	
Unao	6	125 0 6	1 8 0	
Total for Oudh	49	869 5 9	11 8 0	
Grand Total	1,213	12,358 0 5	223 0 0	

SALIG RAM,

Superintendent, Revenue Money-Order Operations,
North-West Provinces and Oudh.

Benares,
The 1st May 1887.

WITNESS No. XIII.—*6th June 1887.*

Examination of E. C. O'BRIEN, ESQUIRE, 3rd Assistant to the Director General.

The *President.*

I was born in India, but educated partly in England and partly in France. My father was the Superintendent of the Preventive Service at Calcutta. He died at Nice when on leave, when I was a child. I was educated at Stonyhurst College and went up for the Civil Service, but failed at the competitive examination. My brother-in-law was the owner of large Zamindári estates in Bengal, and I came to India in my 22nd year to learn the management of such property and with the prospect of becoming a partner in the profits. I was engaged in this work for a year. My brother-in-law was a foreigner, and after his death the Court of Wards took charge of the estate on behalf of his widow and infant daughter. As my brother-in law's death put an end to my prospects of partnership I sought other employment and took service with a mercantile firm in Calcutta for a year and a half. I was then offered the Superintendentship of the Money Order office in Calcutta which was then managed by the Treasury Department. In April 1878 I was appointed to the Financial Department and in October 1878 joined the Postal Department in the Superintendent's grade. In 1880 I was attached to the Director General's office as Secretary to the Manual Committee. In 1881 I was appointed Secretary to the Director General. At the end of 1883 I was appointed to officiate as Assistant Director General and except for about 6 months I have held this appointment ever since.

Among other duties I have charge of the branch of the Director General's office which deals with robb eries, frauds, losses, &c. The average yearly number of cases reported by heads of Circles is from 500 to 600.

My experience has led me to the conclusion that Europeans are better qualified than Natives to perform the duties connected with the investigation and prosecution of cases of highway robberies, thefts of registered and insured articles and parcels, Money Order and Savings Bank frauds, &c. In investigating these cases the responsibility rests on the Superintendent, for even where the enquiry is made by an Inspector the latter is merely the Superintendent's assistant and is guided by his instructions. Even in the three small Circles where there are no Superintendents and where the Inspectors are immediately subordinate to the Deputy Postmaster General they are not in the same position as Superintendents. There are certain rules laid down for the guidance of the Superintendent in dealing with cases of highway robbery, fraud, &c., but as stated in those rules, a very great deal must be left to his own discretion and he is cautioned not to adhere to any routine procedure but to act on his own judgment. Ten years ago the importance of this part of a Superintendent's work was insignificant in comparison with what it is at present. Formerly the employés of the Department—Postmasters, clerks, postmen and runners—had to deal only with ordinary correspondence. There were no postal systems of insurance, value-payable post, Money Orders or Savings Banks. But in 1878 the insurance and value-payable systems were introduced, followed by the Money Order system in 1880 and Savings Banks in 1882. The Post Office has thus become a great banking concern, and Head Postmasters and even Sub-Postmasters who had formerly to account for a few rupees for postage have now 5 or 10 thousand rupees or more passing monthly through their hands. The value of Money Orders issued in 1885-86 was considerably over 9 crores of rupees, of which more than 8 lákhs were on account of telegraphic Money Orders, which afford special opportunities to outsiders of committing fraud by personation and otherwise. The deposits in Post Office Savings Banks at the close of that year exceeded 2¼ crores. The value of insured articles sent through the post during the same year was nearly 7 crores. The cash collections of the Department have increased during the period mentioned in an enormous degree, and where there are no Government treasuries, Police stations or other means of providing for the safe custody of the money, it has to be retained in Post Offices or remitted in the mails, sometimes through dangerous part of the country. The risks on the one hand from burglars and highway robbers, and on the other from dishonest postal employés, have increased in proportion. The cases with which Superintendents have to deal have become much more numerous, varied and important. The employment of pleaders in Post Office cases is as a rule not resorted to except in specially important cases, but Superintendents are encouraged to conduct these cases themselves, and a certain amount of legal knowledge is therefore required from them. Post Office cases are generally difficult to be understood by outsiders owing to the complex departmental procedure involved, and it is often difficult to fix responsibility owing to the number of employés concerned.

In knowledge of Postal accounts and in acquaintance with departmental rules and procedure (which are essential to the proper investigation of frauds and losses) the Native Superintendent is doubtless equal to the European, but in the qualities of judgment, energy, readiness of resource in emergencies and impartiality the European is, in my opinion, superior. Up-country Natives are perhaps more energetic than those of other parts of India, but I believe the standard of education among them is not high, especially as regards knowledge of English. Natives fairly well educated in this respect could doubtless be found in other provinces, but as a body I think they lack the energy and promptness of action necessary to make good Superintendents, and they are generally averse to leave the neighbourhood of their homes. Not a single Native Superintendent is on the list of volunteers for Field Service and this fact speaks for itself. I recollect two recent cases which will serve to show the difference between European and Native Superintendents. A European Superintendent having learnt that a Sub-Postmaster, who had absconded after embezzling Government money, was hiding in a distant village in a Native State, mounted his camel and rode off to the place, 60 miles of his journey lying through a desert, and got the man promptly arrested. In a similar case,

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except that the absconded official was known to be at a village close by, the Superintendent (a Native) contented himself with writing officially to the District Superintendent of Police, and the consequence of this adherence to routine was that the offender is still at large, though 4 or 5 months have passed since the case occurred.

The services of various European Superintendents have been specially brought to notice by Heads of circles for the ability with which cases were investigated and prosecuted and for success in tracing criminals and recovering stolen property (in two cases after the lapse of several years), but I do not remember any cases in which Native Superintendents have earned similar commendation. I know, however, of a Native Assistant Superintendent, who has acted as Superintendent and whose detective abilities have caused him to be selected to investigate more than one difficult case.

I have formed my opinion entirely from official reports of Heads of Circles and the judgments given by Judges and Magistrates. As a general rule Heads of Circles and officers who try these cases made no comments on the manner in which Postal Officials conduct prosecutions, unless they have done something specially worthy of praise or blame, and such instances are of course the exception rather than the rule. Still judging from the comparatively few instances of the kind that have occurred within my own knowledge, the fact that only European Superintendents have shown to advantage in performing this important part of their duty supports, I think, the conclusion at which I have arrived regarding the relative merits of European and Native Superintendents.

There is one point to which I have already alluded, *viz.* impartiality, with regard to which it must be admitted that the European stands in a higher position than the Native Superintendent. In saying this I do not think any special merit need be claimed for the European Superintendent. Generally speaking I may say that the subordinates of a Superintendent are exclusively Natives. A Native Superintendent is by mere force of circumstances exposed to influences of religion and caste in dealing with his subordinates to which the European Superintendent is necessarily a stranger. When it is remembered that on the report submitted by the Superintendent to the Head of the Circle in a case of loss or suspected fraud depends in a great measure the question of taking criminal proceedings against the subordinate concerned, and that in regard to departmental punishment by dismissal, reduction, fine, &c., great power is vested in the Superintendent; the importance of strict impartiality and perfect freedom from bias on the part of the Superintendent cannot be too strongly insisted on. To the European it is immaterial whether an accused subordinate belongs to a high caste or a low caste or whether he is a Hindu or a Mahomedan, but with the majority of Natives considerations such as these would be likely to have considerable weight, even though they might not be conscious of it or willing to admit it to themselves.

In connection with this subject it is a significant fact that while Natives fill the ranks of the Police in the subordinate grades, the appointments of District and Assistant Superintendent are reserved almost exclusively for Europeans. If this distinction is required to be maintained in the case of the Police its introduction in the case of this Department is, I think, demanded by the increasing importance of that portion of the duties of a Superintendent of Post Offices which consists in investigating and prosecuting offences committed by postal officials.

Another important point which should not be lost sight of in dealing with this subject is that Superintendents of Post Offices are brought into constant contact with District officers, Superintendents of Police and other officials. That a European Superintendent of Post Offices drawn from the same class to which other European officials in India belong is better qualified than a Native to carry on this personal official intercourse satisfactorily and to the benefit of his department will, I think, be admitted without argument.

In conclusion I would add that my impression is that Natives prefer sedentary employment. Appointments as clerks in Government offices are coveted by educated Natives belonging to respectable families, whereas the same position and work would be irksome and distasteful to Europeans who, besides possessing a good education and address, are active, able to ride and prefer out-door work to desk-work. It is this class of Europeans who would make good Superintendents of Post Offices. As regards Natives I believe it is the patronage attaching to the position of a Superintendent that makes these appointments sought after by them. Nearly all the appointments of Sub-Postmasters, clerks, &c., in a Division are in the gift of the Superintendent, and as these appointments are such as cannot be held by Europeans, the patronage is much more valuable to a Native Superintendent than it is to a European. I should be in favor of reserving Superintendentships for Europeans and giving Natives the stationary appointments, such as those of Postmasters, Examiners of Accounts, Managers of Postmaster General's offices, Dead Letter offices, and Stock Depôts, and the like. Many of these appointments carry as much pay as Superintendentships with the additional advantage of free quarters. By advocating that Superintendentships should be reserved for Europeans (including Europeans who come under the term "Statutory Natives") I mean that this should be the general rule, which should admit, however, of exceptions in special cases in favor of pure Natives possessing exceptional qualifications for the post.

Are there any other points on which you wish to be examined?—No; I wish to give evidence solely as regards my own branch of work.

Do you approve of the system of promotion by Circles? The question was put to the vote, every Superintendent being allowed to vote, and the result made it clear that a general list for purposes of promotion would not be universally popular. Any change in the present system of promotion by Circles was opposed by the opinions of the most capable officers of the Department who gave good reasons for retaining the present system. There is something to be said on both sides. As Lala Salig Ram has pointed out promotion under the present system is very

unequal. It may be rapid in one Circle, and slow in another. But, on the other hand, if promotion was general to the whole of India I do not think it would quicken promotion and it would render men liable to be transferred to different parts of India and I know instances of Natives having refused promotion in order that they might remain near their homes. All these considerations must have been duly weighed by Superintendents when the question was put to the vote.

The Honourable Mr. *Quinton.*

How long ago was that?—Five years. A circular was sent round to all the men concerned. It should be pointed out that both in respect of exceptional promotion and in respect of punishments, the provincial system offers facilities which could not well be secured under the Imperial system. For instance, if two Superintendents in the Punjab accept field service when it has been refused by others in that Province, it is no hardship to those who have refused to place the two who accepted such service above them in the list; but it would be a hardship to place them above men in another Province to whom the opportunity of going on field service had not been offered, and by reason of the difference of vernaculars could scarcely be offered. Again, if the head of a Circle felt it his duty to mark his disapprobation of the negligence or other fault of an officer by recommending his degradation, he might be willing to place the man below men with whose merits he was familiar, but he would hesitate to place him below men whom he might not know to be superior to the man whose degradation he desired to recommend. And, again, if there was only one general list of promotion, the Director General often might find it difficult to decide between the conflicting claims of different persons. At present there are six Circle lists, one for each Postmaster General's Circle, and another for the Railway Mail Service, and there is a similar list which combines all the Deputy Postmaster General's Circles, and is termed the "India Circle." In some of the minor Circles which are comprised in this India Circle there are very few Superintendents and in some none at all. These minor Circles are consequently combined in order to secure a flow of promotion.

Have you anything to say about pensions and leave in the Department?—I think there is a grievance on the fact that men who hold the same appointments as other men do not come under the same rules. Certain men who held certain appointments before a certain year get more favorable rules than men who hold the same appointments but did not hold them at that period.

Do you think it desirable to have an upper and a lower service in the Post Office Department?—No; I would leave things much as they are, except that I would have the appointments of Superintendents quite independent of the general body of employés in the Department. I mean I would not promote Postmasters to Superintendentships except for special services and ability but would recruit the Superintendents from out-side.

Would you insist on the men appointed having some educational qualification?—Yes; but it would not be the chief qualification. I have already said that I would reserve the Superintendentships for Europeans, and would leave it to the Postmasters General to nominate to those posts.

Would you have any competition?—No; I would let the Director General select from the nominees men for the vacancies as they occurred. I would however compel them to pass the departmental examination.

How many Native Superintendents are there?—Twenty-six.

Are there not many officers among the Native Superintendents who are capable of doing their work?—Certainly there are some.

Would you place an absolute bar to the appointments of Natives as Superintendents because of the inferior capacity of Natives for conducting criminal investigations?—There are other reasons for excluding them from Superintendentships, but I do not advocate the complete exclusion of pure Natives. If, when a vacancy occurs, the Head of a Circle can find a Native with superior qualifications to any European candidate, I think he should nominate the Native.

Do you know that in detective ability Asiatic Natives are considered the best in the Police?—I do not say that so far as making inquiries are concerned a Native is not a good man, but would not let him have the entire management of a case because I think he is likely to be biassed.

Are there not many Natives in the Department who are entrusted with investigations as likely to be productive of partiality? Do you consider that educated Natives are incapable of doing their duty from partiality?—I mean to say that Europeans have less temptation to partiality.

Have you in actual work had reasons to think that there has been partiality on the part of Natives in a considerable number of instances?—I have come across some instances in which a Native Inspector has been censured by the officer trying the case for the manner in which he has conducted the investigation, for showing animus or for instituting a hasty prosecution, but I have never known a case in which a European has been so censured.

The Inspectors to whom you refer, were not I presume, very highly educated men?—One was a man very highly spoken of by the Head of his Circle as his best Inspector. I do not know anything about him otherwise, except that I have read reports by him which were fairly well written.

Are you of opinion that you would get a better class of Natives in the Department if you did not compel them to enter in the lowest grades?—I think that for the lower grades we have quite as good men as we require, but I do not think the same men could be promoted to the upper posts. I mean to say that a Sub-Postmaster on Rs. 20 satisfies all the requirements of his post. Take the Money Order frauds of last year, we had only one hundred cases and we have upwards of 8,300 Postmasters of all classes and about 15,000 postmen and village postmen.

How many Money Orders do they deal with roughly speaking?—About 5½ millions during the year.

And how many cases of fraud had you?—Ninety-nine last year and eighty-one in the previous year.

WITNESS No. XIV.—*6th June 1887.*

Examination of G. J. HYNES, ESQ., Assistant Director-General of Post Offices.

The *President.*

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G. J. Hynes, Esq.

Where were you born and educated?—I was born in this country and educated in England. My father was in the Financial Department. I came to India in 1857 and entered the Postal Department in 1868 as Mail Officer, 2nd Grade, on Rs. 300. Previously I had been six years in the Presidency Bank of Bombay and had undergone a training in the Accountant General's Office in Bombay. I remained in the Presidency Bank until it failed. At that time the Postmaster General of Bombay was organizing a new Sea Post Office to work between Bombay and Suez and he offered me an appointment as 2nd grade mail officer which I accepted. In 1872 I was promoted by competition of a practical character to be first grade Mail Officer on Rs. 400 a month. I had three competitors for that appointment who like myself were 2nd grade Mail Officers When the money-order system was started I was appointed money-order agent in Bombay, my duty being to inaugurate the new sytem, and very shortly afterwards the overland post system was started and I had to organize that system also. In 1875 I became Deputy Postmaster General in Oudh: in 1879 I was appointed to officiate as Assistant Director General and I am now officiating as 1st Assistant Director General on a salary of Rs. 1,000 rising to Rs. 1,400 with Rs. 200 house-rent.

Have you seen the evidence given by the witness Babu Moti Lal Ghose in Calcutta?—Yes.

And are you able to answer the complaints which he made?—Yes.

I believe you have prepared a reply to his evidence in parallel columns?—Yes.

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1. I desire to be examined on 6 or 7 points in connection with this Department. In the first place I desire to call attention to para. 732 of the Indian Post Office Manual, 1881. It is there laid down that no person other than a Native of India can be appointed to any office in the Post Office Department. The term "Native of India" is defined in Statute 33 Vic., Code 3, Section 6. The rule has not been observed. Europeans have been appointed since that date—for instance, Mr. Kisch, the present Postmaster General.

The Manual, as stated in its title page, contains "instructions for Postmasters and Controlling Officers"; it does not profess to indicate the principles followed by the Government of India in selecting officers for Postmaster Generalships. As a matter of fact the appointment of Postmaster General is usually made by Government from the ranks of the Covenanted Civil Service. The general rule restricting to Statutory Natives of India appointments of the value of Rs. 200 and upwards was not passed till the year 1879, and since that year, with the exceptions of the establishments *marginally noted, specially exempted under Government orders, no undomiciled European has been employed in a position below the grade of Postmaster General.

*Marine Post Office establishment.
Aden Post Office establishment.
6 Superintendents of Post Offices.

2. I next desire to call attention to the undue preponderance of the European element in the higher grades of the Department. The Natives are in my judgment quite fit to hold such appointments, but they appear to be excluded. Of the 25 chief officers only 2 are Natives, one of them, Mr. Badshah is a Civilian, and should I think have no place in the Department. I consider the appointment of this gentleman works two sorts of injustice to Natives practically: it operates to the extinction of a Native Civilian, and secondly he fills a post which should have been given to deserving subordinate officers in the Department. The higher grades carry salaries of Rs. 700 to Rs. 3,000, but of the two Natives appointed to these grades one receives a salary of Rs. 700 and the other of Rs. 1,100.

Domiciled Europeans and Eurasians are evidently here included under the term "European." The 25 chief officers appointments are thus filled:—

Covenanted Civilians (Englishmen) ...	5
Uncovenanted non-domiciled Europeans ...	11
Domiciled Europeans	5
Eurasian...	1
Covenanted Native Civilian	1
Uncovenanted pure Native	1
Military officer	1
	25

Great difficulty is experienced in finding really qualified pure Natives to fill the highest posts in the Department. For instance—when the office of Postmaster General recently fell vacant in the North-Western Provinces strong efforts were made to secure a capable Native to occupy the post: no fit Native could be found either in the Postal Department or out of it, and as the selection was restricted to pure Natives, a very junior Bengal Civilian had to be chosen before the needful qualifications were got. Again great reluctance is sometimes exhibited by the better class of pure Natives to serve at a distance from their homes. Rai Salig Ram Bahádur voluntarily relinquished the Deputy Postmaster Generalship

of Oudh for the subordinate post of Superintendent at Agra where he was born. Khán Bahádur Kharsedji Palanji, a Pársi Superintendent in Gujarát (Bombay), refused to officiate as Deputy Postmaster General of Sind, preferring to retain the inferior post he held in his own native country: and Rái Sundar Lál Bahádur, a high postal official in the North-Western Provinces, three times declined to act as Deputy Postmaster General in three different Circles. This officer has frequently and consistently expressed his readiness loyally to go where his services are required and once officiated for a short time as Deputy Postmaster General, Burma, but if a choice be given him, he prefers, he says, remaining in the North-Western Provinces even in a less important office. Another excellent officer Rái Luxmon Sing Bahádur gave up the grade of Rs. 250 at Allahabad for an appointment on Rs. 200 in his own country—Bombay. The difficulty of putting Native in high posts is necessarily enhanced by the practical impossibility of finding fit men to fill the highest positions and by the unwillingness of some of our best officers to serve outside the Provinces to which they belong.

The consistent policy of the present Director General has been to find able Natives by race and blood and to put them into good positions for which they are fit.

3. Then as regards the higher subordinate service there are 31 Superintendents in what is known as the India Circle; of these all but five Natives are Europeans and the five Natives are in the lowest grade. In the Bengal Circle out of 17 Superintendents 10 are Europeans and 7 Natives, and of these 7, only 1 is in the 1st grade and 1 in the 2nd grade, the others are in the lower grades. In the Madras Circle out of 15 Superintendents only 4 are Natives, and of these 1 is in the 3rd and 3 are in the lowest grades. In the Punjab Circle out of 12 only 2 are Natives and of these 1 is in the 2nd, another is in the lowest grade. In the North-Western Provinces Circle out of 14 only 5 are Natives and no one is in the 1st grade. It is only in the Bombay Circle that the Native Superintendents outnumber the Europeans, the numbers being 11 and 5 respectively, but in the Sea Post Office there are no Natives. The 5 mail officers are all Europeans. In the Railway Mail Service out of 15 Superintendents only 2 are Natives and none of them in the 1st grade. Out of 40 miscellaneous officers 18 are Europeans and 22 Natives. Of the Postmasters on Rs. 200 to Rs. 500, in Bengal we have 4 Europeans and 3 Natives, in Madras 7 Europeans, in Bombay 4 Europeans and 4 Natives, in the North-Western Provinces 8 Europeans and 8 Natives, in the Punjab 9 Europeans and 2 Natives, and in the Minor Circles 10 Europeans and 6 Natives. Of these only 1 Native gets Rs. 500, 1 Rs. 400, 2 Rs. 300, 2 Rs. 250 and the rest Rs. 200. Altogether then we have—

	European.	Native
Chief Officers	23	2
Superintendents	90	30
Sea Postal Officers ...	5	...
Miscellaneous Officers ...	18	22
Postmasters	42	23
Total ...	178	77

The abstract given below shows the distribution according to race of gazetted appointments or appointments not being purely clerical carrying salaries of Rs. 100 and upwards. The 25 "chief officer" appointments have been excluded from this abstract as they have already formed the subject of remark.

The Europeans and Eurasians combined number 235 against 262 Natives :—

Description of Officers.	Europeans not domiciled in India.	Europeans domiciled in India.	Eurasians.	Pure Natives of India.	Total.
Sea Post Office	5	2	...	...	7
Superintendents	22	55	7	36	120
Postmasters	2	35	47	125	209
Miscellaneous officers ..	1	30	29	101	161
Total ..	30	122	83	262	497

By the term "Sea Post Office" is here meant the mail officers working by sea between Suez and Bombay. These officers should be capable of dealing freely with Europeans and the Government has specially exempted this establishment from the operation of the rule which restricts appointments in the Post Office to Statutory Natives. Pure Natives are not suited to the work required from mail officers in the Sea Post Office and are not therefore employed in that branch of the service.

Turning now to "Superintendents". In the Railway Mail Service it is practically found that a Native Superintendent is rarely able to hold his own with the European employés in the railway service, so that Europeans are nearly always necessarily chosen for supervising postal work on railway lines. Again, for service in times of emergency such as war and in places like Burma and Beluchistan the European Superintendent is generally more useful than the Native Superintendent. Even for ordinary divisional work there

is an almost universal consensus of opinion on the part of heads of Circles in favour of European Superintendents. The Superintendent is the immediate subordinate of the Head of a postal Circle. There is therefore good reason for a preponderance of the European over the Native element in the grade of Superintendent.

For sedentary work Natives are specially qualified, and we find that under the heads of "Postmasters" and "miscellaneous officers" more Natives than Europeans or Eurasians are employed.

4. Mr. Riddell, the first Director General, tried European officers in the higher appointments such as Inspecting Postmasters and the like and they were found wanting and he had to obtain the assistance of Babu Saligram Singh, Dinobandhu Mitter, Rái Bahádur Surji Narain Banerjee. With the help of these and others he organised the Department.

I never heard that Mr. Riddell found the European officers wanting: and, as a matter of fact, until he left India, Mr. Riddell employed European agency far more largely than Native agency for the higher appointments.

When Mr. Monteath relieved Mr. Riddell of the Director-Generalship in March 1867, there were 52 Superintendents and Inspectors, of whom 12 only were Natives. Out of a total of 60 appointments at that time carrying a minimum salary of Rs. 250 and upwards, 9 only were held by Natives.

The highest pay drawn by a Native in March 1867 was Rs. 400: there were 12 appointments in that grade, of which 11 were occupied by Europeans and 1 only by a Native.

Thus under the administration of Mr. Riddell Europeans were used to a far greater extent than Natives for the organisation of the Department.

5. Mr. Monteath, his successor, altered that policy and filled the Post Office with his protéges and his example was followed by many of the chief officers in the Department. Mr. Hogg, Superintendent, is a son of the Director General Mr. Hogg, Mr. Sheridan, Deputy Director General, has got not only two sons, one as his Personal Assistant and the other as Superintendent, but also his son-in-law, Mr. Doran, as Superintendent. Mr. Douglas, Superintendent, is a son of the late Deputy Director General. Mr. Wait, Superintendent, is a brother of the Assistant Director General. Mr. Roussac, Superintendent, is a son and Mr. Lord is a son-in-law of the Deputy Postmaster General Mr. Roussac. Mr. Pilkington, Superintendent, is related to Mr. Monteith, and Mr. Webster and Mr. Pusey, Superintendents, are connections of the late Deputy Comptroller Mr. Alpin. Mr. Owens, Superintendent, is a brother-in-law of the Comptroller Mr. Dillon.

Relationship to members of a Department is obviously no bar to service in that Department. As a matter of policy good service has been rewarded in this Department, both in the case of Natives and Europeans by giving appointments to relations. In the case of Natives this has been done to a far larger extent than in the case of Europeans. The salaries drawn by the individuals specified are given below: out of the 12 names mentioned six draw the lowest pay attached to the grade of Superintendent. It should be added that Mr. Doran has no relation or connection in the Department, that Mr. Webster is not related to the late Mr. Alpin, and that it was not until 12 years after he joined the Department that Mr. Lord made the acquaintance of Mr. Roussac. Mr. Lord entered the Department in 1867 and married Mr. Roussac's daughter in 1881:—

Name.	Present Pay.	Date of entering the Department.
	Rs.	
C. J. Hogg.	200	14th December 1882.
H. C. Sheridan	250	10th November 1880.
C. C. Sheridan	200	1st June 1882.
W. E. Douglas	400	1st June 1874.
N. G. Wait	200	23rd September 1880.
H. C. Roussac	200	1st June 1882.
E. A. Doran	200	2nd February 1880.
S. LeM. Lord	334	7th January 1876.
J. W. Pilkington	700	1st August 1868.
J. R. Webster	200	25th February 1874.
A. Pusey	400	13th April 1874.
J. Owens	500	7th June 1868.

6. The next point is that those Europeans have risen to the chief officer's post and the Natives have been neglected. As a matter of fact Natives begin and end as Superintendents.

One only of the Europeans specified has risen to a chief officer's post, and he is an officer of 19 years' service who entered the Department at the age of 28. All the other Europeans named are in the Superintendent's grade and the majority in the lowest grade.

Three instances have been given above in which Natives have refused promotion to the grade of Deputy Postmaster General on Rs. 700 per mensem. This shows that Natives have not been neglected.

Two Natives are now officiating as Deputy Postmasters General.

Natives never begin as Superintendents but are promoted for merit to that grade.

Mr. O'Brien entered the service in 1878 on Rs. 200 as Superintendent and is now Assistant Director General on Rs. 700.

Mr. O'Brien is not Assistant Director General but is acting only in that capacity. He superseded numerous Europeans as well as numerous Natives and owes his promotion to merit alone. Fitness, not seniority, is the qualification sought for in filling the posts of chief officers and other special appointments. Mr. O'Brien is much better educated than most officers in the Department, European or Native. He threw up a post of Rs. 200—Rs. 300 in 1878 in the Financial Department to join the Post Office on Rs. 200 and made himself so useful as Secretary to the Manual Committee in 1880 that the Director General chose him as his Secretary in 1881.

Mr. Sheridan began as a clerk on Rs. 30 and is now Deputy Director General on Rs. 2,000. I cannot say how long he has been in the service.

Mr. Sheridan was in Government service prior to 1857. During the Mutiny Mr. Sheridan served for 2 years in the field in the Bengal Yeomanry Cavalry and joined the Department as a Postmaster on Rs. 150 in 1860. He is an extremely capable officer and owes his promotion to merit alone.

Mr. W. E. Douglas entered in June 1874 as Superintendent and is now in the 2nd grade.

Mr. W. E. Douglas has never obtained a step except by seniority. Under the Circle promotion system one Circle necessarily gets quicker promotion than another.

7. Messrs. Pilkington, Williams, Wait and Hynes entered as Superintendents, in the lowest grade and are now Deputy Postmasters General and Assistant Director General.

Mr. Pilkington entered the Department not in the lowest grade but on Rs. 250 at 28 years old in 1868.

Mr. Williams did enter as a Superintendent in the lowest grade in 1862 and has now 25 years' service.

Mr. Wait entered the Department not as a Superintendent but in the Sea Post Office : thence he served as Postmaster, Aden, and was transferred to this office for foreign post work. This work requires a knowledge of French which is not possessed by Natives of the Department.

I joined the Department on Rs. 300 at the age of 27 in 1868 after 6 years' experience in a Presidency Bank.

Mr. Heysham entered in 1876 as a clerk on Rs. 30 and is now 2nd Grade Superintendent superseding all the senior Natives in the third grade.

Mr. Heysham is not a 2nd Grade Superintendent and has not therefore superseded any Natives in the 3rd grade. He is Deputy Postmaster, Calcutta, which is a special post under the head of miscellaneous officers. He has given great satisfaction to two successive Postmasters General of Bengal.

Mr. Massa entered in 1880 and is now officiating in the first grade of Superintendent.

Mr. Massa is acting as Secretary to the Director General where his knowledge of European languages is most useful. He compiled the foreign post hand book which contains all the rules in the Foreign Branch of this Department. No Native could compile this book as many of the documents it relates to are in French.

Mr. Kelly began as a last grade Superintendent some 12 or 14 years ago and is now officiating in the first grade.

Mr. Kelly entered the Department as Officiating Superintendent in the lowest grade in 1873. In 1875 he was promoted to the Rs. 300—Rs. 400 grade as Superintendent of the Postmaster General's office. As he is the senior officer in that grade he is naturally acting in the 1st grade where a vacancy exists.

Mr. MaxGoldmann entered in 1879 and is now Assistant Comptroller on Rs. 600.

Mr. Goldmann entered the Department in 1877. His knowledge of European languages led to his appointment at Aden as Postmaster and to his selection as attaché to Mr. James at the Lisbon Congress where Mr. Goldmann rendered excellent service. He now is drawing Rs. 500 as Assistant Comptroller, while Babu Woomachurn (a pure Native who entered the Department in 1878 a year after Mr. Goldmann) is drawing Rs.700 + 200 in the same office.

Mr. Cornwall entered in 1873 and is now officiating as Deputy Postmaster General.

Mr. Cornwall owes his promotion to good service rendered in 1878-79 and 1879-80 with the Field Force in Baluchistan and again in 1882 with the Egyptian Field Force.

8. Babu Bishenchunder Dutt entered the service 30 years ago on Rs. 100 and is a distinguished officer; he is only 1st Grade Superintendent and has been superseded by several European officers who entered the service much later than he did. The same is the case with Pandit Sunder Lall. He entered in 1858 and is now 1st Grade Superintendent.

Babu Bishenchunder Dutt obtained his promotion to the 1st grade of Superintendent in spite of an objection taken by the then Postmaster General of Bengal, who represented that Mr. Barton Groves possessed superior claims to advancement. The Babu then acted as Deputy Postmaster General and the Officiating Director General recorded in 1885 that "Bishenchunder Dutt is not likely ever to be confirmed as a Deputy Postmaster General" and that "Owens is a better man." Nevertheless Babu Bishenchunder Dutt is now again officiating as Deputy Postmaster General though the Postmaster General of Bengal pointed out that Mr. Owens was the better officer of the two.

As already stated Sunder Lall three times refused to act as Deputy Postmaster General. He now is officiating in Oudh, the only circle he cares to hold. A European was turned out to make room for him, and this is the second occasion on which Sunder Lall has been favored in this way.

Khán Bahádur Kharsedji Palanji Lalkaka entered the service in 1848 and could never rise above a Superintendentship.

Kharsedji Palanji, as above explained, refused to act as Deputy Postmaster General and prefers remaining as a Superintendent in Gujarát, his own home.

Maulvi Allahadad Khán, a distinguished scholar, entered the service long before Messrs. Massa and other Europeans and is still in the 4th grade of the Superintendents,

Allahadad Khán entered the Department in a subordinate position as Inspector on Rs. 80 in 1876 : he was promoted to the Superintendent's grade on Rs. 200 in 1882 and has nothing to complain of in the way of promotion, the more so as he never has distinguished himself as a Superintendent.

9. Babu Surja Kumar Ganguli, Babu Prafulya Chandra Banerjea and Babu P. M. entered the service in 1862, 1866 and 1867 respectively, while Owens entered in 1868. He has superseded them.

As regards Babu Surja Kumar Ganguli in the year 1877 Mr. MacFarlan, Postmaster General, Bengal, specially reported that Mr. Owens was the better workman and deserved preference for promotion which he got.

In his own statement before the Sub-Committee Babu Prafulya Chandra Banerjea stated on the 30th March "I have not been superseded on any occasion."

Babu P. M. was passed over in August last by Mr. Lord because he (the Babu) had given express cause of dissatisfaction to the Postmaster General. It may be added that Mr. Lord did good service in Afghanistan.

10. As regards the qualifications of these European and Native Superintendents I have enquired and learnt that the majority of these Europeans have not much education. They entered the service either because they were Europeans or were related to some of the principal officers in the Department. Many of these are ignorant of the vernacular languages and therefore they cannot inspect the post offices properly as most of the post offices in the interior are managed by persons who do not know

The large majority are domiciled Europeans and must know the vernacular,

English, and the accounts and records are kept in the vernacular. Rule 788 recognizes the importance that a Superintendent should know the prevailing vernacular language of the circle in which he is employed. Europeans find a difficulty in travelling in the interior and therefore many post offices in the interior are not inspected.

The accounts of the larger offices are kept, not in the vernacular but in English, and it is these alone which Superintendents, whether Native or European, are required to inspect. Native Inspectors are employed to visit the small or branch offices.

11. Again the rule is that gazetted officers drawing Rs. 200 and upwards should be appointed by the Director General, but I have heard that they are practically appointed by the Postmaster General with the nominal sanction of the Director General. The power of nominating and transferring gazetted officers should not, I think, be given to the Postmaster General. My reason is that Superintendents and Examiners are in the same relation to the Postmaster General as Deputy Magistrates are to the Magistrate of the district. Being his immediate subordinates they come into direct control with him and therefore he is likely to be prejudiced for or against them. Therefore the promotion should be made absolutely of his own motion by the Director-General. A Postmaster General may entertain a prejudice against Natives. He may reserve the best divisions of the Presidency for Europeans as a rule. He may appoint a European as Superintendent to a division though that European may have no idea of divisional work and although the division may be heavier than any other in India, and though the European may have entered the Department only a few years ago and have been created a Superintendent only a few months before.

The rule requires the submission by the Postmaster-General of the nomination for such appointments. The Postmaster General's nomination is usually but not invariably accepted by this office. A Postmaster General is obviously in the best position to weigh the respective merits of the officers who serve under his orders.

No: the resemblance is greater to the relation which the Collector bears to the local Government.

12. The qualifications of a Personal Assistant are given in paragraph 861 of the Manual. It is there prescribed that the appointment should be made from the senior Superintendents: that rule has been disregarded.

The Postmaster General may safely be trusted to select as his Personal Assistant the officer whether senior or junior who will be of most use to him.

* * * * *

There have not been very many improvements in the administration of the Post Office during the last 15 years. Of course there must have been improvements, but I do not know they have been due to European agency.

During that interval of time the number of Imperial Post offices has increased from 3,006 to 7,309 and the correspondence has grown from 93 millions to 243 millions. During that interval also the Indian Post Office has undertaken the new classes of business marginally noted. Statistics can be given of the work done under these headings, which is enormous. Several of these classes of business have not yet been introduced elsewhere, even in the United Kingdom.

Value Payable.
Insurance.
Money Order.
Savings Bank.
Privileged Newspapers.
Telegraph Receiving Offices.
Combined Offices.
Telegraphic Money Order.
Postal Life Insurance.

All these new classes of business have, without exception, been suggested, worked out in detail, and introduced by Europeans, not Natives.

Pandit Salig Ram, a Native, suggested the introduction of Revenue Money Orders. For this he was promoted to the grade of Superintendent and put in special charge of the system which he is now working in the North-West Provinces.

There have been 4 revisions of the Post Office Manual since the year 1873, a kind of work which demands great technical knowledge of the Department. Once only was a Native associated with this work on the nomination of the Postmaster General. This Native was a Bengali Superintendent who gave no real assistance, as his sole aim appeared to be to lighten the duties of supervising officers, to which class he belonged, at the expense of Postmasters.

India.
Post Office.
Sec III.
O. J. Hynes, Esq.

I believe Mr. Hogg, a son of the Director General, was appointed to this Department?—Yes in December 1882 to the grade of Superintendent. He passed first in the departmental examination prescribed for Superintendents among fifteen candidates. His pay on appointment was Rs. 200 and he is now still drawing Rs. 200. He has gained two steps in four and a half years and his name now stands fourth on the list of six officers in the 4th or lowest grade of Superintendents. The two steps he gained were occasioned by deaths. He was never appointed a Personal Assistant but he has held the office of additional personal assistant to the Inspector General of Railway Mail Services, an appointment which carries no additional pay or allowances whatever.

Would you make any alteration in the constitution of the Postal Department?—I am not prepared to advocate any change. I think the Department is very well constituted as it is.

Would you recruit direct to Superintendentships?—Yes, I would only promote to that grade in special cases.

Would you appoint your Superintendents by selection or by competition after nomination?—I would have nomination followed by a departmental examination.

Would you require any educational qualification from the candidates for these appointments?—Yes, and also good physical qualifications, and then I would have them undergo an examination in departmental subjects, as they do now.

Who would you have make the nominations?—The Postmaster General as now, because the men would have to work under him.

I understand you would retain the present system of nominating Superintendents from men who have passed the departmental examinations?—Yes, and occasionally officers of exceptional merit are appointed Superintendents without examination. I approve of that system and would retain it.

Do you share Mr. O'Brien's views as regards Native Superintendents?—Yes, I think that as a rule Europeans make the best Superintendents. Of course there are a few good Native Superintendents. One reason for preferring Europeans as Superintendents is that there is a great deal of knocking about, and hard riding sometimes involved in that office, and another reason is that the Superintendent's power of patronage is very large. They have power to make all appointments under Rs. 40 and out of the 6,404 Postmasterships there are only 450 carrying salaries above Rs. 40. Very few of these Rs. 40 appointments are given to Europeans or domiciled Europeans.

And as regards Postmasterships?—They should always be held by Natives as also should all sedentary appointments.

Do you approve of the present system of Circle promotion?—I have had no experience of the system it superseded, but I think that the system of Circle promotion gives greater satisfaction as a rule than the other.

Do you consider that Postmaster Generalships might be held by Natives?—Only in very exceptional cases.

Would you reserve these appointments for Covenanted Civilians?—I think that at least two of them should be reserved for the Uncovenanted service, so that Uncovenanted men might have some hopes of promotion. I feel very strongly also about the fifty-five years rule: I think that in a Department like this where promotion is so very slow and where there are so few well-paid appointments this rule should be very strictly enforced.

Do you consider that the salaries in the Department are sufficiently high?—No, Superintendents are too lowly paid considering the enormous increase in their work and responsibilities since the date when the present pay was fixed.

Have you any views as regards pensions and furlough in the Department?—I think it very unfair that the chief officers in the Postal Department should have less favorable rules than officers in the Telegraph Department where responsibilities are not very greater. I memorialized the British Government lately on this very subject. I think also we have reason to complain of the rule in the Code about Schedule A and B officers.

I believe your Department is one which works on almost every day in the year?—Yes.

Witness No. XV.—*6th June 1887.*

Examination of P. Sheridan, Esq., Officiating Deputy Director General of Post Offices and Inspector General, Railway Mail Service.

P. Sheridan, Esq.

I was born and educated in India. I had previous to 1857 been in the service of Government in Oudh. My service was brought to an end by the mutiny, when I joined the Bengal Yeomanry Cavalry and served in the field for two years in that force. I have served in every grade of the postal service.* I entered the Postal Department in 1860 and have been in charge of the Railway Sorting Branch of the Post Office known as the Railway Mail Service since 1872. The service has expanded enormously of late years owing to (1) extension of railways, (2) utilisation of additional train services on old lines, (3) the great increase in the number of Post Offices served by the Railway Mail Service, and (4) the addition of new classes of work, such as money-order and parcel sorting, to the work originally performed by the Railway Mail Service, which was confined to the sorting of letters. The daily mileage in 1872 was under 4,000 miles; it is now over 38,000 miles.

*Postmaster.
Assistant Superintendent.
Superintendent of Mails.
Superintendent of Post Offices.
Personal Assistant to Postmaster General.
Deputy Postmaster General.
Inspector-General, Railway Mail Service.
Officiating Deputy Director General of Post Offices.

The area of the Railway Circle extends over all parts of India where there are Railways, Guaranteed or State. It also includes steamer services to Eastern Bengal, Assam and Burma. The Circle is composed of 15 Superintendents, 35 Assistant Superintendents, 38 Record Clerks, and 1,354 Sorters.†

†Drawing over Rs. 40 per month ... 228
Do. Rs. 40 and under 1,126
1,354

There are two grades of supervising officers, (1) Superintendent, (2) Assistant Superintendent. The Superintendents and Assistant Superintendents, with a few exceptions, are Europeans. In Europeans I include Europeans domiciled in India and Eurasians. Europeans are more useful in the Railway Mail Service as supervising officers than Natives. The Railway staff (Traffic Superintendents, Assistant Traffic Superintendents, Traffic Inspectors, Stationmasters of large stations, Guards, &c.,) is composed entirely of Europeans, and a few Eurasians, and so long as this continues the sister service (the Railway Post Office or Railway Mail Service) must have European supervision. Europeans as supervising officers are more useful in making joint inquiries with the Railway staff into complaints, accidents, &c.; also when a railway line is disorganised or obstructed by floods, accidents and the like, or again in inquiry into cases of fraud, thefts, &c.

Some years ago the Head of the Department, when dealing with the question of the appointment of Natives to the Superintendents' grade, recorded his opinion that so far at least as the Railway Mail Service was concerned, Europeans were better fitted than Natives for the appointments of Superintendent and Assistant Superintendent, and that except in very special cases these posts should be reserved for Europeans.

The Railway Mail Service supervising staff are frequently transferred from one Division to another all over India. Natives, as a rule, dislike being moved from their homes and certainly object to work continuously out of their own provinces. There are two Native Superintendents in the Railway Mail Service, both very exceptional and excellent men, one in charge of the Sorting Division, Rai Ram Outar Sing Bahadur (this man has both ability and application and is the best technical officer in the Railway Mail Service), the other in the Bombay Division. The Superintendent of the Bombay Division (a Marátha—this officer is an excellent Superintendent and thoroughly understands and does his Post Office work : nevertheless in dealings with the Railway supervising staff a European would carry more weight and get more attention and assistance than the present Native incumbent can secure) held an appointment of Rs. 250 at Allahabad, and yet in order to return to his native province he of his own accord gave up the grade of Rs. 250 for Rs. 200 at Bombay. Both these Natives were Sorters when I joined the Railway Mail Service and were promoted by me because of their efficiency.

There are some very good Native Assistant Superintendents, one an excellent detective, Rai Oomrao Sing Bahadur. With a few exceptions they are wanting in tact and fail where joint inquiries with European supervising officers of the Railway are concerned; but for inquiries into character, conduct, &c., of Sorters and as detectives the Native Assistants are certainly more useful. In case of accidents or breaks caused by floods, &c., a European Superintendent or Assistant Superintendent, as a rule, is more energetic and gets more assistance in pushing on the mails from guards and officers of the railway. A break on a through line of railway is a most serious thing for the Post Office as it disorganises all mail arrangements both on the railway line and across country foot lines, and leads to detention and mistransmission of thousands of letters and papers. Hardly a year passes that accidents by floods, &c., do not occur, and it is at such times that the real value of European supervision is to be seen.

There are two grades of subordinates (1) Record Clerks and Assistant Record Clerks and (2) Sorters. The Record Clerks are, with very few exceptions, all pure Natives. There are Hindus, Mahomedans, Párs, Jews, Greeks, Goanese and Native Christians of all denominations, Sorters in the Railway Mail Service. The Hindus exceed in number all the others.

Most of the Hindus are low-caste men. High-caste Hindus find a difficulty in working in the Railway Mail Service. They object to work in subordination to men of lower caste or Mahomedans. Any man who cannot carry his food with him and eat it in the van is ordinarily unfit for service in the van, as the long hours on duty (sometimes from 12 to 18 hours) without food would break down the strongest constitution.

Service in the Railway Mail Service is not prized by men who have passed a high educational test, and the reason for this is, that there is a vast amount of menial work to be done by Sorters in the van, *e.g.*, opening and closing lockers and placing and taking out bags, sorting parcels containing anything and everything (a large number of service parcels contain human viscera despatched by District authorities to the Chemical Examiner at the head-quarters of each Presidency for examination), closing, cording and sealing bags, &c. Further, the work has to be done in a closely packed travelling van, sometimes exceedingly hot by day and very cold by night. Work commences and terminates at all hours of the day and night.

The men are first employed as apprentices in Record Offices, and after they have passed an examination in sorting are appointed as Sorters. What is required in a Sorter is (1) a good retentive memory and (2) a good constitution. The senior men are promoted to be Record Clerks when they have charge of the records and check the work papers of the Sorters.

It has been the policy of the Department to give appointments in the Railway Mail Service to sons and connections of old Record Clerks and Sorters. The measure has been attended with excellent results, as from an early age the lads are trained and work under the eye and guidance of their relations and become efficient Sorters. It must be remembered that articles of enormous value pass through the hands of the Sorters in unregistered covers which cannot be traced, and hence the policy of having men with respectable and trustworthy connections who have done long and honorable service cannot be overvalued.

Some years ago some educated young men were obtained from the late Mr. Harrison, Principal of the Allahabad College, and appointed Sorters in the Railway Mail Service. Within a year the men had got discontented with the

drudgery of the travelling van; they were constantly complaining of hard work and asking for transfer to stationary appointments on the ground that they were better educated than their companions in the van and above the position of Sorters. None of these men are now Sorters in the Railway Mail Service.

When the Sea Sorting section was organised between Calcutta and Rangoon, Natives were first nominated. Men on low pay were taken from the Railway Mail Service and given large increases of pay. These men voluntarily relinquished the work as disgreeable, and their places had to be filled by Europeans.

I have been associated with the office of the Director General since 1872 in connection principally with what is known as the "technical" branch, *i. e.*, the branch dealing with the preparation and issue of departmental regulations governing the various classes of business (Insurance, Value-payable, Money-orders, Savings Banks,, &c.) undertaken by the Post Office. These regulations are for the most part embodied in the Post Office Manual, the first edition of which was published in 1873 and subsequent editions in 1878, 1881, 1883, 1884 and 1885.

I have nothing to do with the appointment branch of the office.

It has been brought forward as a Native grievance that the best Divisions in each Circle are reserved for Europeans. The best Division in the Punjab, if not the best division in India, both as regards climate and emoluments, is the Simla Division, to which is attached a special allowance. This appointment is now held by a pure Native. He is in my opinion the right man for the place. He has to deal with a number of Native contractors (mostly Banias), and being a Native himself he understands and can keep them in order. The financial condition of the Simla line has greatly improved under his management.

The Superintendent in charge of Rent and Revenue Money Order operations in the North-Western Provinces and Oudh is a pure Native. This appointment is superior as regards authority and independence to the generality of Superintendents. The Superintendent can visit any office in the North-West Provinces and Oudh. He corresponds direct with this office and the Board of Revenue and is brought into personal communication with Commissioners and District Officers. He thus has greater opportunities of bringing his work to notice and his appointment may therefore be considered the highest appointment in the Circle that could be held by a Superintendent. The present holder devised the Revenue Money-order scheme, and the working out of the system could hardly be in more capable hands.

The best appointment in all India under the head of "Miscellaneous Officers" is that of Superintendent, Postal Workshop and Press, Aligarh. It was held for a great many years by the Civil Surgeon of the station. It is now for the first time held by a pure Native.

Another complaint urged on behalf of pure Natives is that even when they are fortunate enough to get Superintendentships they never rise any further but remain Superintendents to the end of their service. The following instances show not only that Natives attain high posts in the Department, but that because they are Natives they are put over the heads of numerous European officers who may be senior to them.

The late Native Postmaster General, North-West Provinces, was promoted from a Superintendentship to the appointment of head of the Circle. He superseded the Comptroller of the Post Office the three Assistant Directors General and all the Deputy Postmasters General.

The appointment of Deputy Comptroller, of the Post Office, is worth Rs. 900 a month. It is thus superior, with one exception, to any Deputy Postmaster Generalship. When the post was given to the Bengali who now holds it, every Deputy Postmaster General was superseded. The present holder joined the Department as Chief Clerk in the Comptroller's office in 1878 on Rs. 350 a month.

Other Native Superintendents have been offered and have declined the appointment of Deputy Postmaster General, in every case because they preferred serving near their own homes, even on less pay and in an inferior position, to leaving their native country.

There is a consensus of opinion among heads of Circles in favor of European Superintendents. I am not speaking now of my own views, but my position in the Director General's office enables me to know the opinions of Postmasters General and Deputy Postmasters General on this point. Only recently in three instances, when heads of Circles, one of whom was the Native Covenanted Civilian Postmaster General, applied for Superintendents to fill vacancies, the only stipulation, or rather request, made was that the Superintendents might be Europeans.

In a recent case where a Native Superintendent was promoted to act for a short time as Deputy Postmaster General, the appointment was made by the Director General in opposition to the wishes of the Postmaster General under whom the Native Superintendent was serving and who recommended a European Superintendent who was junior to the Native.

With regard to the question of the pay of the chief Uncovenanted officers of the Postal Department, I hold very strong views as to the inadequacy of their pay in comparison with their duties and responsibilities and also in comparison with the pay given to officers of the same rank in other Departments of the Public Service.

There are nine Deputy Postmasters General, one of whom gets Rs. 750-1000 and the remaining seven Rs. 700 a month. The pay of these appointments has remained unchanged since 1870, though the duties and responsibilities of heads of Circles have increased with the enormous strides made by the Post Office during the last 10 years which have seen the introduction of Insurance, Money-orders, Savings Banks, &c., besides the general expansion of the Department in its purely

* Central Provinces.	Rajputana.	
Behar.	Oudh.	
Eastern Bengal.	Sind and Beluchistan.	
Assam.	Central India.	
Burma.		

postal branches. A Deputy Postmaster General enjoys the same powers as a Postmaster General. These officers exercise very high powers and the position almost equals that of a local administration. A Deputy Postmaster General appoints, dismisses, punishes and transfers men drawing pay below Rs. 200 per mensem. He corresponds with the local† Government, with Railway and Steamer Companies and with public bodies such as Chambers of Commerce and Trades Associations. In a word he is the postal representative of the Province. I think an officer (whether European or Native) who has these powers and duties is badly paid at the rate of Rs. 700 a month.

† In the case of the Eastern Bengal, Behar and Oudh Circles, the Deputy Postmaster General does not deal directly with the Local Government but through the Postmasters General, Bengal, and North-West Provinces.

The position of a Deputy Postmaster General is at least equal to that of a Chief Superintendent of Telegraphs, a Comptroller in the Financial Department or an Examiner of Accounts in the Public Works Department. The Superintendents of the 1st and 2nd Grades in the Telegraph Department, Enrolled Officers of the Financial Department in the first three classes and Examiners of Public Works Accounts of the first three classes all get more than Rs. 1,000 a month. In the Postal Department there are only 2 appointments held by Uncovenanted officers carrying pay of more than Rs. 1,000 a month and there are therefore only 2 appointments which entitle the holders to the higher rate of pension under the Pension Code. I am in favor of raising the pay of all Deputy Postmasters General so as to equal that of Superintendents, 2nd Grade, in the Telegraph Department, *viz.*, to Rs. 900—1,050 per mensem.

Turning now to the pay of Superintendents of Post Offices. The pay of these appointments was fixed in 1878, and since that date the work and responsibility of Superintendents have increased with the expansion of the Department as already described.

The number of Post Offices and subordinates under the control of Superintendents has increased proportionately. There are now 8,400 Post Offices with nearly 40,000 employés and to supervise this large staff there are about 100 Superintendents. The powers of a Postal Superintendent are higher than those of a Superintendent of Telegraphs, a District Superintendent of Police or a Traffic Superintendent of a railway. A Postal Superintendent can appoint, punish and transfer subordinates carrying salaries below Rs. 40 a month. His division comprises from two to eight Districts. He necessarily exercises a large amount of patronage as the greater number of officers are employed on salaries of less than 40. At the same time it may happen, as shown by the evidence given by Pandit Salig Ram, that an officer in the position of a Superintendent actually draws less pay than a Postmaster subordinate to him. The pay of Superintendents should in my opinion be raised. The appointments are now graded as follows :—

	Pay. Rs.	
Superintendents, 1st Grade	... 400—500	
Do. 2nd „	... 300—400	
Do. 3rd „	... 250	Fixed.
Do. 4th „	... 200	

I am in favour of revising the grades as follows :—

	Rs.
Superintendents, 1st Grade	... 500—600
Do. 2nd „	... 400—500
Do. 3rd „	... 300—400

There is at the present moment a complete block in promotion and discontent is wide-spread among Superintendents. Most of the men have attained the maximum pay of their grade, and many have been drawing the maximum for several years. In fact there is not much difference between the aggregate pay now drawn by the whole body of Superintendents and their aggregate maximum pay.

The number of Superintendents who have been in their present grades for 7 years and upwards will be seen from the subjoined list :—

1st Grade.

1	Superintendent entered the grade in	1865—22	years.
1	Do. do. ...	1868—19	„
1	Do. do. ...	1872—15	„
1	Do. do. ...	1873—14	„
1	Do. do. ...	1876—11	„
3	Do. do. ...	1878— 9	„
2	Do. do. ...	1880— 7	„
10			

2nd Grade.

1	Superintendent entered the grade in	1875—12	years.
4	Do. do. ...	1878— 9	„
5	Do. do. ...	1880— 7	„
10			

3rd Grade.

3	Superintendents entered the grade in	1878— 9	years.
11	Do. do. ...	1880— 7	
14			

4th Grade.

12	Superintendents entered the grade in	1880— 7	

An improvement in the prospects of Superintendents is in my opinion greatly needed and the proposals I have made can be justified on the following grounds. Since the existing rates of pay were fixed in 1878 the operations of the Department have increased enormously and the duties and responsibilities of Superintendents have increased in proportion. A Postal Superintendent enjoys higher powers than many officers in other Departments who draw much larger salaries. There are comparatively few Superintendents who can hope to rise higher than the Superintendents' grade, and a maximum pay of Rs. 500 is all that they can at present look forward to, and even this is a very distant prospect in the case of many.

A very large sum of money passes through the hands of Postal officials during the year, and it is only by strict control and supervision on the part of Superintendents over their subordinates that malpractices and loss to Government can be checked and prevented.

Superintendents are required to teach Postmasters and other subordinates their duties and to check every kind of laxity and irregularity. New and important classes of business are con-

stantly being undertaken by the Post Office and the popularity and success of these schemes depend in a great measure on the way in which they are worked on their first introduction by the subordinates who have to deal directly with the public. The Department can claim credit for success in every one of its undertakings, and a considerable share of the credit must in fairness be given to Superintendents.

The *President.*

Do you consider that appointments of Postmasters General should always be reserved for Covenanted Civilians?—I think that some of them should be reserved for the Uncovenanted service. The Government has already reserved one of these appointments for the Native service, and I think two of them might well be reserved for the best men in the Uncovenanted service whether European or Native. We have Deputy Postmasters General who (with two exceptions in Bengal and the North-West) exercise precisely the same powers as Postmasters General, and therefore if these men are competent to hold these posts there is no reason why they should not have the opportunity of holding Postmaster-Generalships.

I quite agree that a certain proportion of Civilians does the Department a great deal of good by giving it a *status*; and, further, having influence with the Local Government the Civilian can more readily obtain approval and assistance to proposals made for improving or extending postal measures. I quite agree with every word that Pandit Salig Ram has said about the Land Revenue Money-order scheme that, if there had not been a Covenanted Civilian (who had served in the Bengal Secretariat) in charge of the Bengal Circle, we should probably not have had the Land Revenue Money-order scheme adopted in the short space of three months. But as matters stand, we have nine Deputy Postmasters General without hope of promotion; with the powers of Postmasters General they only draw Rs. 700 per mensem. There are very few appointments which carry higher pay than Rs. 700. The Comptroller, Post Office, carries Rs. 800 to Rs. 1,200, and as the Department is at present constituted there are only two appointments (of over Rs. 1,000) which entitle a man to the highest pension which an Uncovenanted officer can attain to under the rules. I am not stating this in my own interest, because I have on two occasions refused a nomination for a Postmaster-Generalship and the Deputy Director-Generalship, but I speak of it as a grievance which is felt by all the chief officers of the Department. As an instance, there is Mr. Cornwall, a very young man in the Department, who has received exceptional promotion on account of his services in the field. He is now officiating as Deputy Postmaster General, Sind, in the grade of Rs. 700 and has absolutely nothing further to hope for. Of the two appointments over Rs. 1,000 one requires special account qualifications which every man has not got, and the other is the post of Personal Assistant to the Director General which requires Secretariat qualifications, which also are not possessed by every one.

What is your opinion of the system of Circle promotion?—I consider it is a means of giving promotion to men who have done good work, and is also a means of bringing men from other Departments into the Postal service. For instance, with this system you can give a Postmaster or a man in the Dead Letter Office promotion to the Superintendents' grade. If you have one list for all India it stands to reason that a man cannot enter the Superintendents' grade unless at the bottom. In fact, the best Superintendents I have seen among the Natives in my Department are all men who have been brought in from other branches. For instance, I have now two Native Superintendents under me who were both Sorters and were promoted to their present posts. As to the capacity of Natives to hold Superintendentships it may be true, as Pandit Salig Ram has stated, that the Department is not sufficiently attractive for the best class of Natives, and that consequently the Natives of whom we have had experience in the Department have not as a rule shown themselves qualified to hold these appointments. I am compelled to admit that there is a consensus of opinion among heads of Circles in favor of Europeans as Superintendents. Heads of Circles when applying for men to fill up vacancies invariably urge that a European officer should be sent them. Indeed, I may say that nothing but the influence of the present Director General could have secured the promotion of Natives to so many of the superior posts in the Department as they now hold. The policy of the present Director General, I may say, has been almost unfair to Europeans in the matter of appointments to Inspectorships, and not only have non-domiciled Europeans been excluded in recent years from these appointments, but even domiciled Europeans have by a recent order of the Director General been excluded from these appointments. The rule says that none but Asiatic Natives shall be appointed to Inspectorships except with the previous sanction of the Director General, a sanction which has been very rarely accorded and only when appointments had to be made to Burma and the coffee districts in Madras and the tea districts near Darjeeling. Recently the Manual Committee presided over by Mr. Kisch suggested that this rule should be somewhat relaxed, but the Director General insisted on its retention and it is still in force. As to this rule respecting the appointment of Asiatic Natives, all I object to is that a Native should get an appointment merely because he is a Native. I would give an appointment to the best man, be he European, Eurasian or Native. The present Postmasters of Allahabad and Lahore and the Superintendent of Workshops at Aligarh are all Natives who obtained their appointments from the Director General simply because they were Natives. Baboo Wooma Charan Dass superseded every European Deputy Postmaster General but one, purely, I believe, because he was a Native of Asiatic parentage. I have personally no objection whatever to Natives, and this is proved by my having sought special sanction for the appointment of Natives as Superintendents and Assistant Superintendents in the Railway Mail Service. I have been connected with the Manuals of the Post Office since 1872. I have never received any assistance from Natives. I have for years past endeavoured to get Natives to work in this branch. I have repeatedly asked for Native assistance in working out the Manual rules, and the late Native Postmaster General of the North-Western Provinces will bear me out in this statement. It has been said that very few im-

provements or changes have been made in the Post Office. I believe that if the votes of the Bengal Superintendents were taken they would all say they have had too much to learn already, and would protest against any new schemes or any more additional work being thrown upon them.

Have you anything further to say as regards pay and pensions in the Department?—As regards pay and pensions I have already expressed my views. Finally, I have only to add that, taken as a body, I do not think that any country in the world can show better results in respect of honesty than our Native-worked offices in India; the Post Office is also, I think, the cheapest-worked Department in India. We have only 40 non-domiciled Europeans in the Department.

WITNESS No. XVI.—*27th June 1887.*

Examination of K. J. BADSHAH, ESQ., B.C.S., Postmaster General, North-West Provinces.

The *President.*

In what year did you enter the Civil Service?—I joined my appointment in 1879, having passed the competitive examination in 1877. Though by race a Pársi and a Native of Bombay, I elected to serve in Bengal. I was educated at the London University and had been in England for about two years before I appeared at the competitive examination. On my arrival in Bengal I was appointed Assistant Magistrate at Dacca. I remained there for a year and a half. I was afterwards appointed Sub-divisional Magistrate of Goalunda, then Divisional Magistrate in the Faridpur District, and later Sub-divisional Magistrate in the district of Maimensingh until I joined my present appointment.

The Honorable Mr. *Quinton.*

Were you officiating as Joint Magistrate when you obtained your present appointment?—Yes.

How long had you been officiating as Joint Magistrate?—I obtained my first officiating Joint Magistrateship in 1881, which appointment I held for a short time only; but from 1882 I had continuously officiated as Joint Magistrate and from 1884 in the first grade.

The *President.*

Did you find that any Native families in the several Districts in which you served entertained any social objections to you as a Pársi?—No, I was received with respect wherever I visited, first because I was a foreigner to them, and secondly because there could be no question of caste feeling.

Had you at any time cause to think any objection to Pársis as officials was entertained by Natives of Bengal?—Not at all.

I believe you were appointed Postmaster General of the North-West in the beginning of the present year?—Yes.

Have you since your appointment made a tour of the whole of your Circle?—I have visited most of the head offices in my Circle and also many sub-offices.

Are you thoroughly acquainted with all the duties of an officer in this Department?—Yes, I have tried my best to become so.

Have you had any opportunity of comparing the work of Natives and Europeans in the Department?—Yes.

Do you consider that the office of Postmaster General should be held by Covenanted or Uncovenanted officers and to what extent?—I think

The *President*—continued.

they should always be held by Covenanted men, because, in the first place, if Uncovenanted men are selected they will be selected from the Department itself and they will naturally be imbued with the traditions and prejudices of the Department, which will not be the case with new men entering the Department for the first time. Another reason is that the Postmaster General of a Province has in his hands a very large amount of patronage, and that a member of the Covenanted Civil Service would not be fettered in its distribution either by local connections or by friendships formed in the Department. A third reason is that a Covenanted official, whoever he may be, enjoys a degree of respect which would not be accorded to very many Uncovenanted officers, and for the efficiency of a service which pre-eminently calls for accuracy and promptitude in the despatch of business I regard the influence possessed by the head of the Department as of considerable importance.

You mean to say that he would receive more willing obedience on the part of officers of the various nationalities in the Department?—Yes. Again, having as Postmaster General to deal frequently with heads of Departments he would do so on a more equal footing in many ways than would probably be the case with an Uncovenanted officer. Moreover, a Covenanted officer would be likely to possess greater information on questions of general administration. A Postmaster General has a great deal to do with law in ordering apprehensions, making contracts for the service of Government and the like, of which an Uncovenanted officer could not possibly know anything.

Would you have all these appointments filled by Covenanted Civilians, or would you reserve some as prizes for the Department?—There are only five Postmaster-Generalships, and each appointment has a special reason for its being filled by a Covenanted Civilian. For instance, looking to the importance of the commercial and planting community in Bengal and the frequency with which the local head of the Postal Department is brought into direct relations with that community, I consider it expedient that the Postmaster General of Bengal should be a Covenanted Civilian. In the North-West there are a number of military cantonments, and Military officers are somewhat impatient of any postal delays, whether attributable to accident or to inefficiency in the service, and in the Punjab for the same reason and also because it is a frontier province, where not infrequently arrangements have to be made for the

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service in connection with expeditions beyond the frontier. I hold the same view with regard to Bombay on the like grounds as I have urged with reference to Bengal, and also because it is the port of departure for the European mail service, and with regard to Madras because of the importance of the commercial and planting interests there.

What class of officers in the Department have you found best fitted for Superintendentships?—The best Superintendent I have is a Eurasian. As a rule, I would rather have a European Superintendent than a Native Superintendent, in the first place because a Native Superintendent would be a native of the province or the Circle and would have friends and relations there. As Superintendent he would exercise considerable patronage, and I have seen reason to think that the Native Superintendent is under great temptations to exercise his patronage in favor of his caste people to the detriment of the Public Service.

For Inspectorships whom do you consider best fitted?—The Inspectors are all Natives; we could not get Europeans to live on the pay.

Do the Inspectors do their work efficiently so far as you have been able to judge?—Some of them work well and others work very badly.

Have you reason to think that promotion has been fairly distributed in the Department?—Yes, and as an instance of it, I may cite the case of the present head of the 3rd Grade Superintendents. That officer commenced his career in the Department on a salary of Rs. 12 per mensem and is now drawing Rs. 250. He is now fifty-one years of age. And with regard to the other officers, so far as Superintendents and Postmasters and important officers are concerned, I believe them to have been very fairly dealt with. They have been promoted according to seniority and merit combined.

Do you think that in any respect there has been a disregard of equity in the distribution of promotion in the Department?—As regards the clerks and the lower grade Postmasters I have generally found that it is the pushing man, the man who thrusts himself before the notice of his superiors and who can make interest who gets the promotion.

The Honorable Mr. *Quinton.*

Your experience is confined to the North-West Provinces?—Yes.

The *President.*

You have no reason to think that there has been any partiality shown when promotions have been made by the Director General?—None at all.

But you think that patronage has not been exercised with the same discrimination in promotions to minor appointments?—Yes.

Are you able to say that this is so generally?—I put it in this way: that in the absence of fixed rules in making appointments, men are taken at haphazard and there must be bad selections; and I have found it to be the case that in making these minor appointments, men have been taken at haphazard and sufficient regard has not been paid to merit.

Have you had anything to do with the Travelling Post Office?—No.

What is your opinion of the character of the officers in the Department generally for honesty? Have you had many complaints of dishonesty brought to your notice since you took up your present appointment?—Complaints are made occasionally and there have been one or two rather serious cases.

Considering the number of persons employed, do you think there are as few complaints of dishonesty in this as there are in the Executive and Judicial Departments?—Compared with the Executive Department I think so.

What was the nature of the cases you refer to?—One was the case of a Sub-Postmaster, a Native, who had been for two years in the practice of trading contrary to the express orders of Government and in addition had committed three forgeries and embezzlements. He has been convicted and sentenced to nine years' imprisonment. His salary was Rs. 40 per mensem and his embezzlements amounted to Rs. 1,800. He commenced his frauds in one office and continued them after he had been transferred to another. Both the Inspector, a Native, and the Superintendent, who is a domiciled European, were to blame for permitting the contravention of the rule which prohibits the retention in a Post Office of a larger money balance than is sanctioned. In the other case I referred to, a registered letter was opened and currency notes abstracted. This was done by a clerk in the office.

In addition to these two cases has there come to your knowledge any other instance of fraud committed within your Circle?—No.

How many officials of the Department are there in your Circle?—3,516.

Which do you consider the better system for the Postal Department—promotion by Circles or promotion in the Imperial service as a whole?—Promotion by Circles.

What is your reason for preferring promotion by Circles?—First, because as a matter of fact the Superintendents prefer it. The Director General cannot very well know the merits of the Superintendents so well as the Postmasters General can, and generally, although the Superintendents are promoted by the Director General the recommendations are made by the Postmaster General. In the second place, Native Superintendents and Inspectors are, as a rule, Natives of the Circle to which they belong, and on that account dislike being transferred to other Circles; and the Postmasters not only prefer to remain in their Circle, but very frequently they object to be moved away from the place of their birth, and we have the greatest difficulty in transferring them. Moreover, by their being transferred elsewhere we lose the advantage of their intimate acquaintance with the people of their own Circle.

You have lately introduced into the North-West a system by which payments of revenue and rent may be made by money-orders through the post. What is your opinion of these systems?—Both are very useful. As regards payment of rent by money-order, it would be premature to express a decided opinion, the system having only been in force since the 1st of March. The revenue money-order system, of course, is

useful to joint-holders of tenures, as it affords documentary evidence to each holder of the payment of his quota of the rent, and moreover, by adopting this method of payment the petty landholder is not so much under the thumb of the Lumbardar.

Would, in your opinion, a system of payment of rent by money-order be suitable to the circumstances of Bengal?—Very much so.

What would be the advantages of such a system in Bengal?—In Bengal the Zamindárs are in the habit of exacting large cesses from their rayats, and although the law forbids and even punishes Zamindárs for realizing cesses, the rayats nevertheless find it to their interest to pay them. It is often said, of course, that they have only to go and deposit the money in the civil courts; but the cost of doing so is so great that it exceeds the amount of the cess; whereas the commission they may have to pay on remitting the rent to the Zamindárs by way of postal money-orders is very much less.

Have you had any complaints since the system has been in operation in the North-West that it has not been a success?—No. I have been asked to reduce the commission by a person calling himself the rayats' representative, and by Postmasters, who, living in the interior, are generally well acquainted with the wishes of the rayats. The commission at present is 1 per cent. with a minimum charge of 2 annas.

In Bengal the system of payment of revenue by money-order would not perhaps be found so useful as it appears to be in the North-West?—No. Zamindárs like those in Bengal would not take to the system. It is only the petty landholders who would make use of the system.

Have you anything further to add?—A Superintendent who is now in the 1st grade and who has been lately officiating as Deputy Postmaster General began life as a clerk on Rs. 20. The manager of my Stock Depôt now drawing Rs. 150 began life on Rs. 20. Another Superintendent now drawing Rs. 200 was a clerk in my office on Rs. 20 about ten years ago.

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useful to joint-holders of tenures, as it affords documentary evidence to each holder of the payment of his quota of the rent, and moreover, by adopting this method of payment the petty landholder is not so much under the thumb of the Lumbardar.

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Have you anything further to add?—A Superintendent who is now in the 1st grade and who has been lately officiating as Deputy Postmaster General began life as a clerk on Rs. 20. The manager of my Stock Depôt now drawing Rs. 150 began life on Rs. 20. Another Superintendent now drawing Rs. 200 was a clerk in my office on Rs. 20 about ten years ago.

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Section III.—Sittings at Bombay.

WITNESS No. XVII.—*2nd July 1880.*

Examination of C. A. STUART, ESQ., Presidency Postmaster, Bombay.

The *President.*

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When did you enter the Department?—I entered the Department in 1855 as Postmaster of Bangalore on Rs. 100. I am a European born in India. My parents were not domiciled here. I was educated at St. Andrews' School in Madras. Before I joined the Department I had been employed in the Private Secretary's Office. I held the Postmastership of Bangalore for fifteen or eighteen months. Bangalore was a military station and it was necessary to have there a Postmaster who understood English. My next appointment was Inspector of Post Offices in the Bellary and Trichinopoly Divisions.

Were you acquainted with the vernaculars of the district?—I know Hindustáni. The duties of Inspector in those days were similar to those of a Superintendent at the present time. After that I was appointed Presidency Postmaster in Madras and fifteen months afterwards I was transferred to Bombay, where I have been ever since. I have acted as Postmaster General here on four occasions.

The Department, since you joined it, has very greatly extended the range of its operations. I believe when first you joined the Department there was no money-order system in connection with the Post Office?—No.

That was originally established in connection with the treasuries?—Yes.

Neither the Parcels Post nor the Savings' Bank were in existence?—No.

Are you aware that a large number of Postal offices are now combined Postal and Telegraph offices?—Yes, about two thousand of them are.

The system of transmitting money by telegraph has been lately introduced?—Yes.

Are there also provident or insurance funds established specially for employés in the Post Office?—Yes.

In addition to its other functions the Indian Post Office insures articles for transmission through the post without limit to value?—Yes.

Will you kindly give us any views you may have on the subject of this Department?—The Bombay General Post Office, as regards appointments and promotion, stands apart from the rest of the Bombay Postal Circle. There are occasions, however, when officials are transferred to the General Post Office to hold special appointments, and in some cases deserving and qualified clerks have been promoted from it into the grade of Superintendents. Three of the present Superintendents in this Circle and two in other Circles were for some time clerks in the General Post Office. The two latter (Eurasians) were sent as clerks to the Field Post Office in Afghanistan and for good service there were promoted to Superintendents.

The establishment of the General Post Office consists of 229 clerks and the following is a classification of them according to race. The Europeans are all Statutory Natives of India:—

Europeans and Eurasians	Goanese and Native Christians.	Pársis.	Bráhmans.	Parbhus.	Mahomedans.	Other Natives.	Total.
6	36	19	90	8	13	57	229

The usual method for keeping up the complement of clerks is to admit men to the last or probationary grade, and after they have passed through a period of training, to transfer them to the bottom of the regular establishment as vacancies occur. As a rule, candidates who have passed either the Public Service or Matriculation Examination are preferred.

The higher grade appointments in the office are Head Clerks and Joint Head Clerks of Departments, and Inspectors. There are 11 Head Clerks and 4 Joint Head Clerks; the salaries of Head Clerks are Rs. 90, Rs. 100, Rs. 150 to Rs. 200 and Rs. 200 to Rs. 250. Of these appointments 6 are held by Natives. The salaries of the Joint Head Clerks, of whom 2 are Natives, are Rs. 100 and Rs. 140. There are 4 Inspectors whose salaries are Rs. 100 and Rs. 90, and all of them are Natives. Natives generally are found competent to hold the Head Clerkships and are in a measure specially fitted for the post by their habits of steady application and sustained attention to duties. For the Inspectorships Natives are indispensable, as the duties of an Inspector lead him into constant personal communication with the different classes of the Native population.

Connected with the General Post Office and the work of which is under my immediate control and direction, is the Sea Post Office maintained between Bombay and Suez. The establishment consists of 6 Mail officers (Europeans) and 12 Sorters, of whom 2 are Europeans, 6 Eurasians and 4 Portuguese. The Sorters are in two grades; the 1st Grade Sorters receive a pay of Rs. 50 and the 2nd Grade Sorters Rs. 40. Second class accommodation is given them with allowances for

covering expenses during stay at Suez. Promotion to appointments in the General Post Office is also open to them if they do well, and some have already been rewarded in this way. Eurasians and Portuguese, for quiet behaviour and steady work, make the best Sea Sorters. Natives have never volunteered for that service.

Another Sea Post Office establishment under my management is that maintained between Bombay and Karáchi. Here there are 3 Sorters, whose salary is Rs. 50 a month with an allowance to meet expenses during stay at Karáchi. For this short sea line (between two Indian ports) Natives (Pársis) are employed with fair success.

Unless you have a special need of a European for work which you think only a European can do, the appointments in this Department are open to all?—The best and most fitted persons are, in the Bombay Post Office, chosen without reference to nationality or race.

Is it desirable that promotion to the upper grades of this Department should be made from a general list or by Circles?—I think the former would be more advantageous in the matter of promotion.

Are you aware that at one time the Superintendents were consulted by the Director General on this subject and the majority expressed themselves in favor of promotion by Circles?—No.

Is there not a difficulty in promoting from an Imperial list in the circumstance that a man may know the language of one Circle very well and be ignorant of the languages of other Circles?—That might be so, but it would not, I think, stand in the way of Superintendents performing their duties efficiently. Knowledge of the vernacular language of his Circle is not absolutely necessary for a Superintendent though it is desirable.

Again, we are told that the Natives of one Circle would be reluctant to serve in another?—In some cases there is that disinclination, but I fancy that where it was a case of promotion most men would not feel that objection. I think that in the majority of instances, seeing that by refusing this promotion he would be thrown back, a man would waive the objection.

Supposing promotion made from an Imperial list, how would the Director General know who was most worthy of promotion?—He would have the opinions of the heads of Circles to guide him.

Supposing he entertained no very high opinion of the judgment of the head of a Circle, might not injustice be done to the nominee of the latter?—That difficulty might be obviated by a system of confidential reports, by which the Director General would be kept informed of the merits of officers in the Department.

Would it be desirable to divide the service into an upper and lower service and to appoint young men directly to the posts of Postmasters and Superintendents in the upper division?—Not while there are men in the lower grades of the Department qualified for promotion to these higher grades.

Is the Postal Department a well-paid service?—It is very poorly paid in proportion to its pecuniary responsibilities.

And you consider that on that account promotion should be open to every grade of the service in order that respectable and trustworthy men may be encouraged to enter the Department?—Yes.

Do you know anything of the present Native Inspectors?—I have not a large experience of them in this Circle.

Had you much experience of them in Madras?—No.

Have you had any experience of Native Superintendents in this Presidency?—Yes.

What is your opinion of them?—I noticed nothing deficient in their supervision during the time I acted as Postmaster General and I think they did their work as well as European Superintendents.

The Hon'ble Khán Bahádur *Kázi Shahábudin.*

Has not the income of the Department largely increased with the increase in its work?—Certainly.

Has any proportionate increase taken place in the pay of the employés?—No; but the staff has been increased. It is not the rule to increase the Postmaster's pay because new businesses and responsibilities have been added to his office.

These additional businesses have increased the responsibility and work of the employés?—Yes.

Does it give them anything in the way of fees or percentage?—Nothing of any kind.

Do you take securities from those employés that have to deal with money?—Yes, from such officers as the Treasurer and the Shroff and also from Postmen. Not from clerks in the Insurance Office.

What is the guarantee against fraud in the case of Insurance Office clerks?—We have had such exceptional honesty and integrity amongst our establishment that it has not been found necessary to take security from officers other than those I have mentioned. No cases of embezzlement have occurred in the General Post Office; a clerk who deals with money does not retain it long in his hands.

Do you think that men who enter the Department on Rs. 12 and 15 are the kind of men whom you would promote to Superintendentships?—I think so. At present we have educated men offering to take employment on low salaries who after long experience would eventually become fit for those appointments. We try to get the best educated men we can even in the lower grades. The pay of the lowest grade probationer in my office is Rs. 15, and I can get a matriculated man for that salary.

Mr. *Fernandez.*

You are aware that vernacular schoolmasters have charge of Post Offices in small villages?—Yes.

How would Superintendents, unacquainted with the vernacular of their Circle, carry on the correspondence in cases of complaints from Native merchants for instance?—Such questions would be referred to the Inspector.

The *Director-General.*

When you say that vernacular knowledge is not necessary, do you mean that for exceptional cases, as a rule, it would not be necessary?—Yes.

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Are there not other classes of duties—dealings with the public, recording statements of witnesses as regards pensions, &c.,—for which a colloquial knowledge of the vernacular would be more or less necessary to a Superintendent?—It would be desirable, no doubt.

Are there not classes of duties with which the Superintendent ordinarily has to do and which involve a colloquial knowledge of the vernacular, for instance—pension cases, appeals, &c.?—That is so.

Is not the pay of the Department so poor that to hold out a hope of more promotion enables us sometimes to get a selection of good men?—Yes.

In the case of insurances, is there not a sufficient check against embezzlement in the way in which insured parcels have to be closed?—Yes. The article is in their hands only for a very short while and is under custody when it passes from their hands.

There is no necessity, because a man deals with insured articles, to take security from him?—No.

You are aware that at the present time we take no security from any one above the grade of Postmaster?—Yes.

Having been twenty-three years in the office can you say if for many years past it is the case that we have had no frauds or break-downs of any kind?—Yes.

Special pressure is put on your office staff in times of emergency?—Yes.

Including Native Christians and Portuguese, your Head Clerks are entirely Natives now?—Yes, with the exception of one Eurasian and one European. For some time past our Head Clerks have always been Natives or Portuguese.

Have you found them to act with readiness and resource in cases of emergency?—In such cases they get assistance from me; they do not show readiness of resource when anything out of the ordinary course occurs, or there is pressure of work.

You think they show a want of energy and resource in dealing with ordinary work when a pressure occurs?—When the work is in any way jolted out of the ordinary grooves, they are wanting in resource and also to some extent in the power to control their subordinates. These cases of pressure occur, however, very seldom.

WITNESS NO. XVIII.—*2nd July 1887.*

Examination of JAMES CORNWALL, ESQ., Acting Postmaster General, Sind.

The *President.*

J. Cornwall Esq.

I am a European, born and educated in England. I entered the Department in 1873, as Probationer Assistant Mail Officer in charge of the mail from Bombay to Suez and back. I was three months in that appointment and then I joined the Railway Mail Service, and after four years in that service I went to the Punjab as Personal Assistant to the Postmaster General in the Superintendents' grade. I then went to Bengal as Personal Assistant to the Postmaster General there and afterwards acted as head of the Circle and Assam including a period of foreign service in connection with Field Postal work, I am now Acting Postmaster General of Sind.

Is it necessary to have Europeans for the service between this port and Suez?—Not entirely so, I do not know how the service is constituted now, but in my time all the employés were English. We had to mess with the officers and first class passengers.

To what extent do you think it necessary to employ Europeans in the Mail Service?—The Head Mail Officer should be a European, but the Assistant Mail Officers might be Natives.

I believe you have certain views which you wish to lay before the Commission?—Yes. My experience as regards Field Postal work is as follows:—

October 1876 to April 1880 in charge of Southern Afghanistan Field Postal arrangements.

August to October 1882 in charge of Egypt Field Postal arrangements.

On neither of these occasions had I European or Native Superintendents. My staff of Postmasters and clerks was as follows:—

Southern Afghanistan Field Force.

Statutory Native.	Hindu.	Mahomedan.	Pársi.
2	5	3	4

Egypt Field Force.

Statutory Native.	Hindu.	Mahomedan.	Pársi.	Native Christian.
1	1	2	1	1

These subordinates worked equally well, but, on the whole, for a severe climate such as that of Afghanistan, I think those from the Punjab are better fitted to withstand the extreme cold.

Briefly my duties in the field were as follows:—

(*a*) the control of a mixed establishment;

(*b*) constant intercourse with the Army Staff and Political authorities.

I consider it of the first importance that the head of the Field Postal Department should maintain cordial relations with the Army Staff and be able to hold his own with the heads of other Departments in the field. It is essential that he be on the Army Head-Quarter Staff so as to have early information of intended movements and to be enabled to make the necessary Field Postal arrangements, not only for establishing Post Offices, but to maintain communications with them. In very many instances personal influence had to be brought to bear to obtain requisite information or to secure the required transport, &c. The Field Postal Department is almost the only Civil Department accompanying troops in the field, and on many occasions, owing to stress of circumstances, it was expected to shift for itself. The difficulties in the way of the head of the Department are so great in this respect, that I have proposed that a Field Postal Office should be considered as an essential part of any force ordered on service, and that it should be constituted somewhat similarly to the English Army Postal Corps,

the officers of which get temporary rank as Lieutenants, Captains, &c., according to grade. The necessity of this has been recognised in the Telegraph Department, and temporary rank is to be accorded in future to officers of that Department proceeding on service. If this be given effect to in the Postal Department, it would be more than ever necessary that the heads of the Field Postal Department should be European and socially qualified to mix with officers of the army generally. While on the march from Sukkur to Kandahar I and my staff were frequently on the move from before daylight to 1 or 2 in the afternoon and as soon as camp was pitched the Field Post Office would be opened and mails received or despatched. Another duty I had in the field was the appointment, in communication with Commanding Officers, of British and Native soldier-clerks to act as Postal clerks with outlying brigades or regiments with which a regular postal staff could not be sent. In Egypt I had frequent occasion to interview the Canal authorities and officials of the Egyptian Postal Administration, and for this a colloquial knowledge of French was very useful.

For all these duties necessitating much energy and resource, I am of opinion that a Native of India would not answer either as head of the Field Postal Department or as a Superintendent, who has much the same duties to perform.

The strength of the force in Southern Afghanistan was 14,000 troops (4,000 of which were British) and 11,000 followers; and of that in Egypt approximately 5,500 troops and 6,000 followers.

I am now in charge of the Sind and Beluchistan Circle. A European Superintendent is in direct charge of arrangements in Beluchistan. This I consider necessary not only on account of the trying climate, but also on account of the difficulty in getting about the country. There are few rest-houses as yet, and inspecting officers are dependent in a great measure on the European staff for shelter and accommodation. This Department is largely dependent also on the Engineering staff and Officers commanding military posts for the custody of the heavy cash collections, for the provision of Post Office accommodation, &c., and business is much facilitated by the European Superintendent having free intercourse with the resident officials.

A Native of India would not, in my opinion, answer as Superintendent in Beluchistan at present.

In Sind matters are different and a Native of India (a Pársi) is Superintendent there.

I have also had experience as head of the Assam Postal Circle. I consider European Superintendents a necessity there from the large number of resident European planters and also from the malarious climate and bad communications necessitating the acceptance of the planters' hospitality. When there I found a good deal of friction had been caused by partiality on the part of a Bengali Inspector towards his subordinates. This was when the Inspector was performing the duties of a Superintendent.

Do you consider that promotion in the Department should be made by Circles or should it be Imperial?—I am of opinion that it should be Imperial.

Two difficulties have been suggested as rendering Imperial promotions undesirable: (1) that a knowledge of the language of the particular Circle is, if not absolutely necessary, highly desirable for a Superintendent, that that knowledge would be lost by transferring men from one Circle to another, and (2) we have been told that in some Circles there is a great disinclination on the part of officers in the Department to leave their native province and go to other provinces?—I quite admit that there are these difficulties.

Are there any counterbalancing advantages in the system you admit?—It is mainly my individual opinion. I do not think the difficulty about being transferred from one province to another applies to Europeans, and I have never found any great difficulty as regards the language. I have found myself that a knowledge of Hindustáni carries one pretty well through as regards departmental work all over India. I have not been much in Madras.

What are the advantages of Imperial promotion?—The better promotion it gives.

Do you mean greater regularity of promotion in all the Circles?—Yes; and the better opportunity it affords to good men to come to the front.

It is an objection to the system that the Director General of Post Offices, in whose hands promotion would mainly rest, would necessarily not have so much experience of the men it was desirable to promote as the heads of Circles, and that a good man's merits would not be so certain to be recognized?—Perhaps so; but every year the Postmaster General in each Circle has an opportunity of recommending the best of his subordinates.

Suppose four or six gentlemen were equally recommended?—They would not probably be of the same service—service would always tell.

Is it desirable to divide the Department into an upper and lower service, and bring on men as Probationers into the Superintendents' grade and more important Postmasterships?—I agree with the opinion expressed by the Postmaster General, but it is advisable occasionally to promote men from the lower to the higher grades, but now-a-days the work has increased so much and become so much more difficult to perform, that you require a higher class of men as Superintendents, and it would therefore be desirable at times to bring in new blood from outside.

Are Mail officers now graded with Superintendents?—I think they are.

It has been suggested to us that the system works unfairly to the other members of the Department by placing comparatively junior officers on a par with officers of long standing in the service?—I quite agree with that view.

Do you consider it unfair to the other members of the Department that these officers should be graded as Superintendents?—Most decidedly I do. They have no experience of the work. They might, however, do very well as Superintendents in the Railway Mail Service, which is purely a sorting department, but they are very largely unfitted for the general work of the Post Office.

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Is it necessary that the Railway Mail Service should be largely composed of men of European origin?—I think perhaps the Head Superintendent in each Circle should be a European, but I see no reason why a Native should not hold the post equally well.

Has any practical inconvenience been experienced when Natives have had charge of the Railway Mail Service?—We have been informed that sufficient respect is not always shown them by servants of Railway Companies. I have never heard anything of the kind.

And that when it was necessary to meet emergencies caused by accidents on the railway, men of European parentage met with more attention?—It is only natural that they should, as they know how to deal with Railway officials and push the mails through in the event of breaks; but I think it quite possible for a Superintendent, a Native of India, to acquire the necessary tact and experience. For instance, the Superintendent here is a Native and has, I believe, performed his duties exceedingly well.

Have you found that Native Superintendents, of whom you have had experience, always did their work well?—Very well indeed.

You say you entered the Department as a Probationer; does the system of entertaining Probationers obtain still?—It has been done away with since I joined.

What was your salary then?—Rs. 60.

Had you passed any examination?—No, I was selected. My only duties were sorting and keeping charge of the mails.

You have mentioned a case of a Native Superintendent in Assam who was a failure; what was the cause of his failure?—I think it was owing to his wanting tact and experience.

Was the case investigated and the question ascertained whether his failure was due to his individual incapacity or to racial causes?—Perhaps it was due to both. It was at the time of the Ilbert Bill and there was very high feeling between officials and non-officials which may have had something to do with it. I think perhaps there was want of tact on both sides.

How long had the post been held by a Native Superintendent before that time?—The Native I mentioned was working in a Superintendent's Division as an Inspector There were formerly only Inspectors; their duties were pretty much the same as Superintendents' however, and when the Inspectors were made Superintendents, Europeans were appointed and the Inspectors continued to be Natives.

And the Inspectors' duties which *were*, you say, very nearly the same as those of Superintendents, were performed in Assam by Natives from 1883 to 1884?—Yes.

And before that time there had been no friction?—I cannot say; it was before I entered the Department.

Do you know Doulut Rám?—Yes; he is a very valuable officer.

Do you know Pandit Salig Ram?—Yes.

Do you consider him a good officer?—Yes.

The *Postmaster General.*

Having been responsible for the Postal administration of Assam, speaking generally, you would prefer to have a European Superintendent there by reason of the fact that he is dealing entirely with planters?—Yes.

The Post Offices in Assam are sometimes entirely in connection with planters' stations and the whole dealings of the Postal officers are with planters?—Yes.

You said you thought promotion from an Imperial list would afford a better chance to deserving men. Do you not think there would be some unwillingness on the part of the Director General to promote a man whom he thought specially deserving over the heads of the fifteen men of the different Circles, which would not be the case with the Postmaster General of a Circle who knew his subordinates equally well?—Probably it would act in that way.

The *President.*

I suppose you are aware that the Superintendents were all consulted on the question and that the majority of them were in favor of promotion by Circles?—Yes, the reason being, I think, that the majority of the Superintendents were Natives of India.

The *Postmaster General.*

Are there any special hardships in the way of Natives as compared with Europeans,—going from one province to another, apart from disinclination to live in another province, such, for instance, as the difficulty they experience in educating their children, and so on?—I quite admit it.

The Hon'ble Khán Bahádur *Kazi Shahabudin.*

Do you know Gujaráti?—Yes.

Do you know the Superintendent here?—Yes, he is a Native.

Do you think the European population of Gujarát, including the division of Ahmedabad and all the Collectorates, is not fully equal to that of Assam?—Certainly not; it cannot bear any comparison to the European population of Assam. In Assam you are entirely dependent on the planters not only for postal buildings and accommodation, but very often for providing communications. They assist the Department greatly. There are special difficulties in the way of the Department in Assam.

The *President.*

Have you anything to add?—In the memorandum submitted by Mr. Fanshawe, Postmaster General, Bombay, which was read before the Sub-Committee, the duties and responsibilities of a Postmaster General were explained at some length, and Mr. Fanshawe stated his opinion that officers for such appointments should be drawn from the Covenanted Civil Service. The fact, however, that there are nine Deputy Postmasters General in charge of minor Circles who carry out the same duties and exercise the same powers and patronage as a Postmaster General was not mentioned, and I may be permitted, therefore, to state the case from their point of view.

The chief disability from which we suffer is that while we may have for years administered a minor Circle efficiently on comparatively small pay, we are debarred from further promotion in the Department, as there are only two appointments the pay of which exceeds Rs. 1,000 per mensem, and one of these requires an intimate acquaintance with accounts. I think it will be admitted that the progress and efficiency of the Post Office in every branch of its work is quite as much, if not more, due to the services of the Uncovenanted heads of Circles as to the Covenanted offi-

cers in charge of the larger Circles, and I am not aware of any instance in which the Director General has found any Deputy Postmaster General wanting either in knowledge of law or in regard to the general administration of his Circle. It not unfrequently happens, moreover, that a Covenanted Civilian makes a convenience of the Post Office and accepts a Postmaster Generalship merely as a makeshift until he can obtain a Collectorship or other appointment of higher pay, and it cannot be expected, therefore, that he should take so much interest, or be so useful, in a Department to which he is merely attached temporarily, as one who can only look for promotion in it.

It does not therefore seem unreasonable to ask that of the six appointments which the Covenanted Postmasters General think should be reserved for them (*viz.*, five Postmasters General and one Deputy Director General) three of these should be held by uncovenanted officers, either European or Native, and a direct incentive to good work be thus held out to deserving officers of the Department.

WITNESS No. XIX.—*22nd July 1887.*

Examination of Khán Bahádur KÁVASJI JAMSEDJI LALKAKA, Superintendent, Postmaster General's Office.

Khan Bahadur K. J. Lalkaka.

The *President.*

I believe you have written a note embodying certain views which you desire to bring before us?—Yes. [Reads.]

Postmasters General.—The Postmaster General, Bombay, has under him, besides a large body of men in the subordinate grades, the following principal officers:—

	Rs.
Presidency Postmaster, Bombay	... 600—1,000
Deputy Postmaster, Bombay	... 400—500
Assistant Postmaster, Bombay	... 300—400
Mail Officers on pay varying from	... 100—300
Postmaster, Aden	... 300
Manager, Dead Letter Office	... 300—400
Superintendent, Postal Press	... 200—250
Postmaster, Poona ...	... 300—400
„ Ahmedabad ...	... 250—300
Superintendents, Post Offices, on pay varying from ...	... 200—500

The Postmaster General's own pay, in the 2nd grade, is Rs. 1,500 to Rs. 1,750, and when in the 1st grade Rs. 1,750 to Rs. 2,000.

His charge extends over the Bombay Presidency, excluding Sind, with Post Offices at Aden and Zanzibar, on the Somali Coast and in the Persian Gulf and Turkish Arabia. In the Bombay Presidency he administers the Post Offices in 18 Collectorates and 6 political districts. The duties of a Postmaster General, which are fully described in Mr. Fanshawe's memorandum submitted to the Public Service Commission, are most responsible and onerous. A man of undoubted ability and strength of character possessed of large power of work, previous administrative training and some knowledge of law is required for the post. He must be able to hold his own with District Officers and with the local Government and to command the confidence and willing obedience of his subordinates, many of whom hold high positions. These qualifications are, as a general rule, found in members of the Covenanted Civil Service, and I am of opinion that a member of that service should ordinarily be selected for the appointment of Postmaster General. The appointment is open to the uncovenanted members of the Postal Department and should remain so. If a Native has acquitted himself satisfactorily as Deputy Postmaster General in administering a minor circle, or if a qualified Native Superintendent be available, he should be appointed to a Postmaster-Generalship. The pay to an Uncovenanted officer at the ⅔ rate would be Rs. 1,000. I would wish it understood, however, that in advocating the appointment of a fit Native to the post of Postmaster General I would wish it to be particularly understood that I do not mean a Native Superintendent of average ability but one who has made his mark and proved himself fit for the heavy responsibilities of the higher appointment. Nothing short of a really able Head of the Circle will satisfy Native Superintendents and officials of all classes in the Department. In the desire to give Natives share in the higher appointments any departure from strictness in the selection of a Postmaster General will be the means of lowering the *status* of the Department, and in the end do harm to the cause of Natives themselves who form the large body of employés in the Department.

Deputy Postmasters General of smaller circles.—These appointments afford a fair field for the exercise of the talents of the Natives of the country and give them opportunities by successfully administering smaller postal circles to show whether they can fairly claim to be Postmasters General of the larger Circles. I have reason to believe that, so far as the Bombay Circle is concerned, it has received fair play in the matter of these appointments.

Presidency Postmaster, Bombay.—It is admitted that a Native is eligible to hold this appointment, and the rule that a competent Native Superintendent or a postal officer of the rank of a Superintendent should be appointed Presidency Postmaster requires, I think, to be emphasized. The appointment is no doubt a responsible one, but a competent Native Superintendent, who has administered a Postal Division, which generally consists of two Collectorates, and in several cases Native States besides, with 100 to 150 post offices, ought to be able to carry on the duties of the Presidency Post Office. The Presidency Postmaster, Bombay, has the charge of the Bombay-Suez Sea Post Office with 7 Mail officers who are all Europeans. It may be urged that a Native would not be able to exercise a proper control over these officers. For the appointment, however, it is assumed that only a man of exceptional abilities and character would be selected, and I do not see that he need have any insurmountable difficulty in getting on with a few European officers, whose principal duties consist in sorting letters on board the Mail steamers. It should also be borne in mind that the control of the Bombay-Suez Sea Post Office forms a small fraction of his work, and one Native, Mr. Bábáji Sadoba, successfully acted for several months as Presidency Postmaster some years ago. The trial was not sufficiently extended to justify sound conclusions, but I venture to think that the duties of the Presidency Postmaster are not beyond the powers of a really competent Native Superintendent or Deputy Postmaster, Bombay, who ranks with a first grade Superintendent. One practical suggestion which I wish to make for the successful carrying out of

this proposal to appoint Natives as Presidency Postmaster, Bombay, is that Native Superintendents should be freely appointed to the Deputy Postmastership of Bombay, in order that before they are called upon to take up the duties of the Presidency Postmaster they might have some previous training in the Bombay Post Office itself. At present by departmental ruling the appointment is reserved for Mail officers whose highest pay is Rs. 300, and who have no postal training beyond the one branch I have already mentioned, while a Superintendent's training, both administrative and executive, embraces every Department of the service. The departmental ruling alluded to, reserving the Deputy Postmastership for the Sea Post Office, closes the door to the Presidency Postmastership against Superintendents whose highest pay is Rs. 500. The Mail officer on Rs. 300, who becomes a Deputy Postmaster on Rs. 400-500, must frequently act as Presidency Postmaster during the latter's temporary absence on leave or otherwise, and will thus strengthen his claims for the highest appointment and practically exclude a Native Superintendent on Rs. 500, who may be his superior in experience and knowledge of the Department and his senior in service as well as in the grade of 400-500. In any case it will be extremely difficult for the Native Superintendent to justify his claim for the Presidency Postmastership against the acquired right of the Mail officer who has become Deputy Postmaster by the accident of the latter appointment being reserved for him. I should add that the ruling which reserves the Deputy Postmastership for Mail officers has been made on considerations of justice and without the least intention that it should in any way clash with the interests of the officers of another branch of the service, but the practical results of this plan must be as I have shown. I propose, however, to show later on how the positions of Mail officers may be improved without interfering with the rights of other Postal officers of the Bombay Circle.

Superintendents.—Natives have received justice in the Bombay Circle in being freely promoted to these appointments which carry pay varying from Rs. 200 to 500. Out of 16 Superintendents eleven are Natives. The remaining five were all employed in the Department before the introduction of the rule limiting employment in the Post Office to the Natives of India.

3 Statutory Natives.
2 Europeans.

Three of them were Superintendents before that rule came in and two subsequently. One was transferred from the Sea Post Office and placed in the 2nd Grade of Superintendents and the second was appointed to the bottom of the Superintendents' list to hold charge of the Persian Gulf Division which is reserved for a European under an order of the Government of India. The Native Superintendents, with the exception of one, have risen from the ranks of the service having started on pay varying from Rs. 10 to Rs. 50 and Mr. Fanshawe has recorded in the memorandum submitted to the Public Service Commission that these "rank among the best Postal Superintendents in India." The success, I venture to say, is due as much to their ability as to the ungrudging way in which the appointment of Superintendents has been conferred upon them in the past by the present and former Postmasters General of Bombay.

A still superior class of Native Superintendents could be obtained if men were allowed to begin their service on the same favourable terms which under the exigency of the service are open to Europeans. In the Railway Mail Service a European begins on Rs. 100 with a daily travelling allowance of Rs. 3, or on Rs. 200 with a daily travelling allowance of Rs. 4, and in the Bombay-Suez Sea Post Office on actual pay Rs. 100, which with free board and lodging is equivalent to Rs. 200. Natives, on the other hand, start on Rs. 15 and Rs. 20 as a general rule though there are exceptions and may verge on the age of 50 before they can be first grade Superintendents. Even with these conditions they have, according to Mr. Fanshawe, been found to rank among the best Postal Superintendents in India, but as Deputy Postmasters General are chosen generally from the 1st grade Superintendents they cannot be expected to show at the age of 50 the same energy which a European can show at that age, and Europeans are as a matter of fact, owing to their entrance into the service in a higher grade, much younger men when selected to fill the post of Deputy Postmasters General. For instance, a European, Mr. A., who has just been confirmed as Deputy Postmaster General, is 44 years old, while Mr. B., another European, who is an Officiating Postmaster General, is 37 years old, while Messrs. C. and D., both Natives, at present acting Deputy Postmasters General, are respectively 50 and 51 years of age. Mr. E., a European, who was made Deputy Postmaster General in 1877, was 36 years old, while Mr. F., a Native, who was selected in 1878, was 57 years old. Again the two European first grade Superintendents of the Railway Mail Service, who started I believe under the more favorable circumstances, were respectively 37 and 35 years old when they entered that grade, while the two Natives of the *Second Grade* in Bombay, who joined the Department under the less favorable conditions generally applicable to Natives, are now respectively 48 and 45 years of age, and may be 50 before they can enter the 1st grade.

The ages of the Native Superintendents of Bombay of the 3rd and 4th Grades are as follows:—

Chandulal	50	3rd.
Moreshvar	43	
D. Chhapgar	39	
Narayan Chimnaji	44	4th.
Bapat	50	
Chhotalal	42	

I do not advocate the employment of Natives outside the Department at once on Rs. 100 or Rs. 200, for that would cause discontent among a body of men who have worked for years faithfully and well in the lower grade, but I have mentioned this to show the unequal conditions on which Europeans and Natives start. At the same time I think that rather a more frequent employment than is the case at present of well educated Natives in the Department in appointments carrying with them pay of Rs. 50 to Rs. 100 and in some special cases of a Native of exceptional ability even on Rs. 200, would improve the tone of the service. The present conditions of employment do not attract to the Department Natives who have received a high order of education, at all events on this side of India. I find that Mr. Fanshawe has recognized this in his own memorandum.

Sea Post Office.—This branch of the service is open to Natives but is practically never officered by them. Europeans are thought to be the only men capable of holding the appointments because they have to deal with European passengers and P. & O. officers and also with foreigners at Alexandria and Suez and owing to this it is urged Natives would be placed in a false position. The main duties of a Mail officer consist in sorting letters on board the mail steamers. Regular rules are laid down for landing and embarking mails at Bombay, Aden, Suez, &c., and are carried out by the P. & O. Company. While the Mail officers have to see that mails are properly landed and embarked. Occasionally mail officers are called upon to make special arrangements in regard to the mails when quarantine is imposed by the International Commissioners in Egypt in which they are mainly assisted by the British Packet Agent, Suez. There is nothing in the character of the postal work proper performed by Mail officers that cannot be done by Natives and as to the other extraneous duties I do not see why a good Native should not be able to perform them equally well. Men of good address and manners must of course be chosen if necessary outside the Department as they have to mix with first class passengers. At the same time it is possible that the service may not be popular with Natives generally, but I would urge that it should be freely open to Natives and when Natives are available they should be employed as well as Europeans. The Native officer will not have to work *with* a European officer as he will have sole charge of the office with 2 Eurasian or Native Assistants. At Bombay he can find his own accommodation. If the service is still to be officered entirely by Europeans I wish to draw attention to the conditions under which they are transferred to shore appointments, although, as I have shown above, they start on Rs. 100 pay which is equivalent to Rs. 200, and rise to Rs. 300 pay which is equivalent to Rs. 400, for sorting work on board English steamers. I am willing to allow that after years of the monotony of a sea life they should be employed on shore. It would indeed, I think, be cruelty to debar them from shore appointments altogether. The departmental arrangement sanctioned by the late Director General, however, is that because the Sea Post Office is a part of the Bombay Circle the mail officers should be transferred to the Bombay Circle as Superintendents or to any other suitable appointments, the other suitable appointments being those noted in the margin.* Now no Native Superintendent is employed in the Sea Post Office, and the result is that mail officers are occasionally transferred to shore appointments over the heads of other officers already on shore, while the latter are not eligible for sea appointments. Some 5 years ago a Mail officer on Rs. 300 was transferred as Superintendent in the Bombay Circle on Rs. 300 to Rs. 400, and he was thus put at once over the heads of seven Superintendents, while the promotion consequent on this transfer went to the junior European officers of the Sea Post Office. In like manner the appointment of a senior Mail officer temporarily to the Manager of the Dead Letter Office and the appointment of another to the Persian Gulf has given promotion to junior Mail officers and placed them above their senior in the shore service. These appointments have no doubt been made as acts of justice to the Sea Post Office, but the appointments have caused hardship to Superintendents and others in the Bombay Circle. The present Postmaster General is anxious if possible to satisfy the just claims of the Sea Post Office for shore employment without causing hardship to deserving officers of another class of the service and the practicable suggestion which he has made already, and which I now wish to be finally recognized, is that Sea Post Office in future should be looked upon as the recruiting ground for Superintendents in the Railway Mail Service which will accord with the arrangement in force that none but Europeans or Statutory Natives or Eurasians should be Superintendents in the Railway Mail Service. A Superintendent in the Railway Mail Service is a supervising officer of sorting, and there is nothing extraordinary in the arrangement suggested that a Mail officer of a sorting establishment at sea should, on transfer to the shore, continue charge of a sorting establishment as he still deals with the same class of work. The new work will in a measure fit in with his previous training and make him more useful as a Superintendent of sorting on a Railway line than a Superintendent of Post Offices in the interior of the country. This is the only reasonable way of giving the Sea Post Office a share in shore appointments without injuring the interests of Natives and other Superintendents in any part of India. Should any real objection be urged against the transfer of Sea Post Office officers to the Railway Mail Service they should be transferred, not to the Bombay Circle alone, but to the other Circles of India as well by turn, it being remembered that the Sea Post Office is an establishment maintained not in the interests of the Bombay Presidency but in the interests of the whole of India. It is regarded as an injustice to the Bombay Circle that a Mail officer should be allowed to take part in promotions in the Bombay Circle when those over whom they are allowed to be put in no way participate in the promotion in the Sea Post Office caused by their transfer on shore.

Deputy Postmaster, Bombay	Rs. 400-500
Assistant	300-400
Manager, D. L. O....	300-400
Postmaster, Aden ...	300

In 1871 the Director General wrote as follows when a Mail officer applied for shore appointment:—"On the first organisation of the Marine Postal Service I personally told every applicant for a sea sorter's berth (and Mr. A among the number) that the Sea Post Office, if permanently sanctioned by Government, must be considered almost as a separate service, and that I expected officers who qualified themselves in the new duties to keep to the work and not to look to other employment either in the Department or out of the Department.

"The agreement referred to by Mr. A was merely the routine bond which every person without exception entering the Department was required to sign binding himself to go anywhere within the Presidency where the exigencies of the Public Service might call him, and it was quite necessary that the Sea Sorters should not be excepted from this agreement, for circumstances might arise which would render it desirable for you to use these officers on Depart-

mental work not connected with the Sea Post Office. For instance, in the case of an emergency which deprived (say) the Aden Post Office of its Postmaster, it would obviously be convenient for you to be able to order a sea sorter temporarily to conduct the duties of that office. It is also quite conceivable that the Public Service may occasionally be benefited by drafting a Marine Postal officer to some departmental shore appointment. While not wishing, therefore, totally to close the door of all postal appointments on land against the sea sorters, I would wish them one and all to understand that they cannot claim a shore appointment as a right. They are paid exceptionally high salaries for work of a peculiar description, and it is extremely inconvenient to lose the experience which training gives for any special work. The sea sorters must therefore look upon the Sea Post Office as almost a separate Department, and the transfers from that service to appointments in the ordinary line of the Department must be very rare and should only be made under very exceptional circumstances.

"It so happens that one of these rare and exceptional transfers may occur in the case of Mr. A. Mr. Monteith is now in England working out the details of an overland money-order system. When that system is perfected an officer will be required at Bombay (the main office through which all overland money-orders will pass) and it is believed that Mr. A.'s experience will specially qualify him for the work in question."

Mail officers were thus bound to remain in the Sea Post Office and not to expect promotion *in* or *out* of the Department, yet various officers have been employed on shore and the restriction as to shore employment was finally withdrawn in 1877, and they were then graded as Superintendents.

The restriction has again been imposed on officers who have joined the Sea Post Office after 1880, but the restriction will prove to be nominal as it can hardly be expected that Mail officers should be confined to a sea life until the end of their lives.

On various occasions during the last ten years the Bombay Circle has been called upon to provide volunteers for postal service in the field. The first occasion was in 1878 when a Post Office was sent to Malta.

1 Pársi. | 1 Mahomedan.

were then sent.

The second occasion was in 1879 when the following were sent to Beluchistan :—

4 Pársis. | 1 Eurasian.

The 3rd occasion was in 1880 when 8 men were required for Kandahar and the following were sent :—

1 Jew.
3 Goanese or Native Christians.
1 Pársi.
3 Hindus.

Some of these perished at sea by the loss of the "Vingorla" and the others returned.

Another establishment was then sent and this was the 4th occasion when the following were sent :—

1 Pársi.
3 Mahomedans.
2 Hindus.

On a fifth occasion a postal establishment was organized for being sent to Egypt in 1882 when the following were selected :—

1 European.
1 Eurasian.
1 Pársi.
1 Mahomedan from Bombay.
1 Do. from Punjáb.
3 Hindus from do.

The Government of India having subsequently decided that no establishment need be sent, the clerks and officers selected were sent back.

Subsequently the Government ordered that a Post Officer should be sent to Egypt and the following were sent :—

1 European.
1 Eurasian.
1 Pársi.
1 Mahomedan.
1 Native Christian.
1 Mahomedan from Punjáb.
1 Hindu from do.

The 6th occasion was when the Postmaster General was required to send a postal staff to the Soudan when the following left in 1885 :—

1 European.
3 Pársis.
2 Eurasians.

7 occasion. In the same year at the request of the Director General some postal clerks were sent to Beluchistan and the following were then sent :—

1 Portuguese, Goanese, Native Christian.
2 Pársis.
1 Hindu, Gujaráthi.

8th occasion. Towards the end of 1885 it was found necessary to send a new staff to Suakim to relieve the staff that had been there for months and the following were sent :—

1 Eurasian.
2 Pársis.
2 Hindus.

Abstract—

16 Pársis.
8 Mahomedans (2 from Punjáb).
6 Eurasians.
1 Jew.
4 Native Christians.
12 Hindus (a few from Punjáb).
3 Europeans.

Deducting the establishment selected and not sent to Egypt on first occasion in 1882.

1 European.
1 Eurasian.
1 Pársi.
1 Mahomedan, Bombay.
1 Do. Punjáb.
1 Hindus do.

Abstract of men actually sent—

15 Pársis.
7 Mahomedans.
5 Eurasians.
1 Jew.
4 Native Christians.
9 Hindus.
2 Europeans.

The *President.*

Is it not always necessary that the sorting clerks sent with troops on foreign service should have some acquaintance with the written languages of the countries through which the troops are sent?—That is why men are often called for from Bombay. At Kandahar the postal arrangements were not in the hands of the Postmaster General of Bombay and requisitions for men were sent to him.

Has there been any reluctance on the part of officers of the Postal Department of whatever race to proceed on service with troops?—On the part of officers in the superior grades there has been absolutely none, but on the contrary there have been plenty of volunteers from all classes.

From Hindus?—I do not remember a Hindu volunteer.

Mahomedans?—In the Bombay Circle no Mahomedan has reached these grades, but a Mahomedan went to Malta as Assistant to the Postmaster in charge of the Field Post Office. On the part of the subordinate staff there has been unwillingness and a certain amount of difficulty, but the Postmaster General has always been able to find Pársis and Native Christians willing to go.

Has the pay been sufficiently attractive to induce the superior officers to proceed to a distance?—I have always felt that the pay was the chief difficulty. Subordinates went to Egypt and the Soudan on the three occasions willingly enough, and in fact we had more volunteers than we required; while for service at Kandahar the volunteers were few in number. I think the chief reason was that the pay inducements held out were not so good.

The *Postmaster General.*

Practically, having the command of Pársis, Portuguese and Native Christians, we have always been able to meet demands for volunteers?—Yes.

The Hon'ble Khán Bahádur *Kázi Sháhbudin.*

Do you happen to know how these subordinate postal employés acquitted themselves on foreign service?—Satisfactorily all of them; and those who were sent in higher positions also acquitted themselves well.

No complaints were received of any shortcomings on their part?—No.

Do you find any difficulty in recruiting for the Zanzibar, the Persian Gulf and Turkish Arabia?—We do find some difficulty. Pársis and Native Christians have however been found willing to go. It is a difficulty the Postmaster General has always been able to surmount by drawing on these classes.

The Hon'ble Khán Bahádur *Kázi Sháhbudin.*

I understand it is a rule of the Department that the Deputy Postmaster Generalship should always be held by an officer who has served in the Sea Post Office?—The reason is that the highest Mail officer who already draws Rs. 300 cannot be expected to join the Superintendents' grade at the bottom of the list.

The fact remains however that there are half a dozen or more Superintendents in the lower grades over whose heads that Mail officer comes at once?—The Sea Postmaster is quite distinct from the Superintendents' list, and although some of our Mail officers have shown qualifications which justified in some measure their appointments to the Superintendents' list, still, having regard to their duties as Mail officers, it may be assumed generally that they are less qualified for these shore appointments than the Superintendents.

Is it probable that Natives will offer themselves for this Mail service?—The attempt has not been made yet to obtain their services and it has always been understood that Natives are ineligible for that branch of the service.

Mr. *Nulkar.*

One of your objections to Mail officers being appointed to shore appointments in the midst of Superintendents is on account of their age; that is to say, that they begin on a higher salary almost at the same age as Natives beginning on a very low salary?—I have not really objected to their appointments on the ground of age.

The *President.*

You were arguing in favor of recruiting the service at a higher point?—Occasionally.

Mr. *Nulkar.*

Is the Indian mail service a service for the whole of India?—Yes.

Do you think that if it were open to Natives, Pársis would take service in it?—I think so.

WITNESS No. XX. *dated 22nd July 1887.*

Examination of F. B. O'SHEA, Esq., Superintendent of Post Offices, and Personal Assistant to the Postmaster General.

F. B. O'Shea, Esq.

The *President.*

I entered the Department in 1871 as a clerk in the Bombay General Post Office on Rs. 40. I had not previously been in Government service. Within the year I was promoted to Rs. 150. I was born in Ireland and partly educated at home. I came out to India very young. My next appointment was as Superintendent of Post Offices. We were called Inspectors then, on Rs. 150 rising to Rs. 250. All my service has been in connection with the Department in this Presidency.

I was sent to Suakim as Chief Superintendent of the Indian Field Post Office in February 1885

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and sailed from Bombay with my staff on the 23rd of the month. On arrival in Suakim I reported myself to the General Officer Commanding the Indian Contingent and was placed under the orders of the Assistant Adjutant and Quarter Master General. With this officer I was, during the early part of the campaign, in almost daily communication and from time to time with the General Officer Commanding. I had besides to deal direct with the Principal Naval Transport Officer, a Post Captain in the Royal Navy, regarding the carriage of mails by Transports, with the Egyptian Postmaster and the Officer Commanding the British Army Post Office Corps regarding the interchange of mails, and in a less degree with other Heads of Departments on different subjects. My principal duty relations were with the Assistant Adjutant and Quartermaster General and the Principal Naval Transport Officer and many matters were settled at personal interviews with them which if they had been made the subject of official correspondence would not have been arranged so smoothly or so expeditiously. During the busiest and most trying time in Suakim I never had any difficulty in gaining access at all hours to these officers or, when necessary, to the General Officer Commanding, when the postal interest of the Indian Contingent or matters affecting the comfort or convenience of the Postal staff had to be considered. These interests did not always coincide with other interests in the camp. On one occasion it was laid down in Field Force Orders that "letters from the Indian Contingent addressed to Great Britain should be prepared by means of British postage stamps and should as far as possible be posted in the British Army Post Office." This order was opposed to the principle on which the Indian Post Office had sent a Field Post Office with the Indian Contingent and was calculated to cause great trouble and confusion but was cancelled the day after its appearance on my representation. On another occasion after the arrival of the Australian Contingent a weekly steamer service from Suakim to Aden was established, and the steamers timed by the Admiralty to leave Suakim on dates which I found would cause them to arrive in Aden a day after the P. & O. Mail Steamer had left for Bombay. This timing was subsequently altered, but in both cases it required some pertinacity to maintain successfully the postal interests of the Indian Contingent.

2. I believe that a Native of India as Chief Superintendent of Post Offices on Field service would be placed in a false position. He would probably not have the same facilities of access to the Military and Naval authorities or the same advantage as to settling matters unofficially as would be enjoyed by an English official and would therefore be less able to hold his own and get things done. Even a European Chief Superintendent as the only Civilian Head of a Department is at considerable disadvantage in an organization purely military. This has been fully recognized by the British Government, and a regularly constituted Army Post Office Corps is sent on service under the command of a Commissioned Officer of Volunteers in order to ensure that the Post Office in the Field shall have a proper *status*. As soon as it was known that there was to be no advance on Berber the services of a Chief Superintendent were not necessary, but my own return to India was delayed till November as the General Officer Commanding considered that a European officer must remain as responsible Head of the Post Office until all arrangements for the relief of the troops by others from India had been carried out.

3. The superior postal staff which was to have been increased, had the necessity arisen, consisted of a Postmaster who was to have held charge of the Base office at Suakim and five clerks. These were drawn from the Bombay Presidency. The Postmaster, Mr. Dorabji Mancherji Lalkaka, was a Pársi Assistant Superintendent of Post Offices and of the five clerks, two were Pársis, one Mussalman and two young Eurasians from the General Post Office. All of them gave satisfaction in the discharge of their duties and Mr. Dorabji Mancherji Lalkaka in particular proved himself a very useful official. He had energy and resource and considerable capacity for work and after he had gained some experience of the rough and ready ways of a campaign, showed tact and temper in dealing with sudden and unusual demands on the Post Office. When I left for India with the Regiment last relieved, he remained in charge of the Post Office and acquitted himself to the satisfaction of the General, Officer Commanding and the Postmaster General, Bombay. The duties which he was then called upon to perform were those of a disbursing post office at a large Military Station in India.

I held the appointment of Superintendent of Post Offices, Persian Gulf and Turkish Arabia, for about a year. The Departmental Postmasters in this Division are Natives of India except at Guadar and Jask where the duties of the Post Office are conducted by European clerks of the Indo-European Telegraph Stations in the Persian Gulf. The only Post Offices in Turkish Arabia are at Bagdad and Busrah. They are held in the consular buildings, and are Consular Post Offices under the control of H. B. M. Consul General at Bagdad and Consul at Busrah, but as they have always been better managed than the Imperial Ottoman Post Offices they are very largely used by Turkish subjects both traders and Government officials. The offices were first established in 1863 with the approval of Namyk Pasha, then Wali of Bagdad. Their growth in popularity was so rapid that they have monopolized a very large share of the postal revenues of Bagdad and Busrah and have in consequence roused the hostility of the Turkish Government. At the last International Postal Conference the Ottoman delegate urged the removal of these and other foreign offices in Turkey, but the proposal was rejected as being a diplomatic question not within the province of the Conference to deal with. On this account there are besides the ordinary control and inspection of the Post Offices in this Division questions of a semi-political character which can be dealt with more satisfactorily on the spot by an European Superintendent of Post Offices able to meet the Political officers on equal terms.

There are no hotels in the towns of the Persian Gulf and Turkish Arabia and a European officer is put up either by the Political officers or British merchants. A Native Superintendent would be at considerable disadvantage in this respect.

The Hon'ble Khán Bahádur *Kazi Shahbudin.*

The Assistant to the Political Agent in the Persian Gulf is a Native, is he not ?—Yes.

How does he manage about finding accommodation ?—He is a regular resident.

Would a native have a difficulty in finding accommodation in a Native town ?—They are all Arabs and Persians there.

Do you say that you rose from Rs. 50 to Rs. 150 without filling any of the intermediate posts ?—Yes. I had to be promoted on a sudden emergency; the men who held the appointments left without warning, and no one else could be found able to do the work. The duties of the office were entirely correspondence. I was the only one who knew how to read English and draft English letters and deal with people coming into the office.

How many intermediate appointments were there between Rs. 50 and Rs. 150 ?—A great many, rising by degrees of Rs. 10 almost up to Rs. 100 when the next step was Rs. 150.

WITNESS No. XXI, *dated 22nd July 1887.*

Examination of E. JARDINE, ESQ., Superintendent of Post Offices, Persian Gulf.

The *President.*

I entered the Department in 1870. I was born in India and educated in England. My parents were not domiciled in India.

I have had 10 years' experience in the Sea Post Office—2 years as an Assistant Mail Officer and 8 years as a Mail officer. As far as the actual routine work of the office is concerned, there is no particular reason why it should not be done as accurately by a Native as by a European, but on the other hand, a Mail officer is in the execution of his duty brought into business relations with the Captain and executive officers of the mail steamer and has often to transact business with these officers under conditions which would be most unfavourable for a Native.

A European Mail officer deals directly with the Captain and Chief Officer of the mail steamer and as a European gentleman meeting them on equal terms has many opportunities of arranging for the performance of Post Office work such as the daily conveyance of mails between the mail and sorting rooms, for converting parts of the vessel into a temporary sorting room when occasion requires, in arranging for the accommodation for his staff of sorters when the steamer is overcrowded, and for his staff of packers in bad weather, in shipping and discharging mails, and generally in all cases in which the assistance and co-operation of the executive staff of the steamer is required, and where it is necessary for the interests of the service that a determined but courteous control should be maintained. In all such arrangements there is possibility of friction owing to the temporary conflicting interests, and I am convinced that they can be much more speedily and satisfactorily arranged by a European Mail officer dealing with European officers than they would be by a Native Mail Officer.

The public with which a Mail officer has to deal is practically speaking a European one, and though his business relations with passengers are not extensive, the duties in connection with the sorting of the mail are strictly confidential and a Mail officer has often to prevent passengers from entering the sorting room, and as a European dealing with Europeans he is not placed in a false position when asserting the necessary authority. A Mail officer has also business relations with the British Packet Agent at Suez and the Egyptian Railway Administration when performing his duties in connection with the transit of the Mails across Egypt where he assumes the responsibility of the safe transit not only of the Indian Mails but also of the China and Australian Mails. At Alexandria too he deals directly with the Captain of the mail steamer and the Agent of the Railway Administration. Also French Post Office Agent in respect to the receipt and delivery of Mails and with regard to the arrangements for railway transit.

In all these relations a great deal depends on the independence, individuality and personal influence of the Mail officer, and I do not think a Native would be able to arrange and conduct such duties as well as a European, nor would he be met by the officials with whom he has to transact business in the same way in which a European is—a fact which would place a Native at a disadvantage at the outset, and the interests of the service would necessarily suffer.

During the imposition of quarantine in Egypt, a Mail officer is occasionally to deal with the local representatives of the International Sanitary Council, and though he is assisted by the British Packet Agent the speedy transit of the mails often depends a good deal on the promptitude and energy of the Mail officer and on his capabilities of accepting and endeavouring to meet altered conditions when the ordinary routine is impracticable. Occasionally the Mail officer and his entire staff are detained in quarantine for 8 or 10 days and under such conditions a Mail officer has extensive relations with the sanitary board and may have to enter into communication with the Consul General at Alexandria.

Under such conditions a European has many advantages over a Native as the foreign officials with whom he has to deal are not in the habit of dealing with Natives of India. On these grounds I believe the employment of Natives as Mail officers in the Sea Post Office to be impracticable and beyond the limits of consideration. A fact which to my mind deserves some consideration is that owing to the peculiar conditions of work in the Sea Post Office, the entire mails, including Government despatches, remain open in the hands and under the sole responsibility of the Mail officer for 10 days—a circumstance without parallel in the entire Postal Department in India.

Natives, principally Goanese, who are very well adapted for the class of work, are successfully

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employed as sorters in the Sea Post Office. They are very good workmen and are steady and amenable to control. They are, however, as a rule, inferior to the European sorters in cases of emergency when more than the ordinary amount of work is required of them. As sorters however they are preferable to Mahomedans who generally get into troubles with the 2nd class passengers and nearly always complain about their food. On the whole, I see no reason why Portuguese should not be entirely employed as subordinates in the Sea Post Office who, if the right type of men are obtained, do very well.

The *President.*

Are not Pársis who visit England probably as efficient as British officers?—I have tried to point out that they would have certain difficulties in dealing with British officers on board the steamers and I do not think a Native would be met in the same way as a European.

Have not Pársis who have travelled as much ability for business as Englishmen?—They may have the ability: the question is whether the other party would meet them. It is a very difficult matter to explain without going into details.

Is it not this that by reason of being an Englishman you can be much more familiar with officers on board ship and obtain from their friendship conveniences which you would not obtain as a matter of official demand?—Exactly.

Have you never met Natives who had received their education in England?—A great many.

Have you not known many who have been on terms of friendship with Englishmen?—Some I have, but I do not think they would be the class of men who would take these appointments. I have had ten years' experience of the work and have had great difficulty myself on certain occasions.

The Hon'ble Khán Bahádur *Kazi Shahbudin.*

The principal duties of a Mail officer are to supervise and sort the mails?—Yes.

Is there anything very difficult in that?—No; and I think I said that I thought Natives could do it quite as well as Europeans. I will give an instance of what I mean when I refer to difficulty. Passengers very often try to come into the sorting room. As a European Mail officer you can point out to them their mistake, whereas possibly the same thing done by a Native might occasion a display of race feeling.

In cases of that kind would not the ship's officers interfere in support of the Mail officer?—To give another illustration: suppose when a Mail officer has a quantity of mail bags on deck it commences to rain. The Mail officer wants to save his mails and the Chief Officer wants all hands to assist him to take in sail. The European officer can point out to the Chief ship's officer on duty the absolute necessity that Her Majestys mails should be got under cover, and if even a European officer in such a case often gets an evasive reply from the ship's officer who is busy with his own work, a Native going to the Chief Officer with the same request would be placed in a very false position.

Have you ever known an instance of a Native who was tried in such a position and failed?—I do not think any Native was ever tried in charge of the Sea Post Office.

The *President.*

Have you seen anything of the work of the Pársi and Egyptian Postal Officers in Egypt?—Yes.

They have to do with their mail service very much what an Englishman has to do with ours?—I suppose so.

Mr. *Nulkar.*

Have European passengers ever insisted on entering a sorting room to your knowledge?—I have known people do so, thinking they had a right to be there and rather offended when they were told they were not allowed there.

Do you mean to say that they would obey a European in such a case sooner than a Native?—I say that a European dealing with Europeans could explain matters better than a Native.

As regards the security of the mails on an emergency is it not the duty of the Captain of the Mail Steamer to take care of the mails? Is it not the duty of a ship's officer to take charge of them when they happen to be on deck?—The mails are entirely in the charge of the Mail officer, but an occasion may occur when the ship's officer may have to look after the Mail officer's interests and also the interests of the ship.

Is not the safety of the mail considered quite as important as taking in sail?—It is. The emergency I have spoken of would no doubt be one of only a few minutes' duration, at the same time in those few minutes you might get the whole of your mails wet.

Witness No. XXII.—*22nd July 1887.*

Examination of Girdhar Mahadev Nagarkar, 2nd Grade Superintendent, Káthiáwár.

The *President.*

G. Mahadev, Nagarkar.

I entered the Department in 1860 as Branch Postmaster on Rs. 15 and afterwards Rs. 30. I was subsequently transferred to the Postmaster General's office on Rs. 60. I was an Inspector for a short time in 1865, and in 1874 was promoted to be Superintendent. Since then I have been Superintendent in various grades.

You were fourteen years working at the Superintendent's grade?—Yes. I am now in charge of Káthiáwár.

Have you had European Inspector under you?—No.

Nearly all the post offices in this Presidency are managed by Natives?—Yes.

Have you any views to express as regards the distribution of the Department?—No, my friend Mr. Cowasji has explained my views very clearly.

Do you consider promotion should go by Circles or from a general list for all India?—By Circles.

Why?—Because promotion by Circles is more rapid. Vacancies in Superintendentships are very rare.

You consider that a good man would be more certain of his promotion in a system of promotion by Circles?—Yes.

Do you know whether Native Superintendents have any objection to serve outside their Circles?—It depends on personal considerations. No one has ever refused to be transferred from his Circle or would like to refuse.

At the same time they would as a rule prefer to remain in their own Circles?—Yes.

Do you agree with Mr. Kharsedji that it is desirable to bring in some Natives into the Department at a higher grade than the lowest who would be more educated than the ordinary run of clerks?—I would prefer when vacancies occurred in the higher ranks to see subordinates promoted.

Do you consider that sufficiently well educated men are obtained under the present system?—Yes.

We have been told that it might be found necessary to have a higher educated class of men in the upper subordinate ranks and that in that case an outsider might be brought in direct?—But not on higher salaries.

The *Post Master General.*

Would a Native Superintendent be likely to incur any practical hardships by being transferred to another circle?—There are some practical hardships involved in it. I myself, if I were transferred, would suffer a practical hardship from the fact that I have some small children now being taught English through the medium of my own vernacular and whom I should have to leave behind me. If I were sent to a Tamil or a Telugu country or to Bengal or the Panjab I should have to keep up two establishments.

Mr. *Nulkar.*

Would any public inconvenience be caused by a Superintendent not having any knowledge of the vernacular of his new Circle?—No. In the Post Office the whole of the record is kept in English. All letters are not addressed in English?—Many of them are.

His ignorance of the vernacular you say would make no difference?—Not much.

The *President.*

Have you any thing further to say?—No.

WITNESS No. XXIII.—*22nd July 1887.*

Examination of NARAYAN CHIMNAJI APTE, ESQ., Superintendent, 3rd Grade, Deccan Division.

The President.

I entered the Department in 1860 as apprentice or as it would now be called probationer on Rs. 10. I became Superintendent in 1881. For four months I was Superintendent at Ahmedabad Division. I have temporarily served as Personal Assistant to the Postmaster General and am now serving in the Deccan.

Have you found any difficulty in doing your work as Superintendent?—No.

Do you approve of the system of promotion by Circles?—Yes.

Is it desirable that all the appointments in the Department should be filled by promotion or would you introduce men of a higher educational *status* direct with salaries of Rs. 60 or Rs. 80?—I think men of higher education should be introduced into the Department, but at the same time men in the lower grades should not be debarred from promotion.

Postmasters in your Division are not often transferred from place to place?—Yes.

In the smaller Post Offices?—Yes.

Have you not many Post Offices where the Postmasters have other business besides the Post Office to attend to?—Yes, there are schoolmasters who are Postmasters in my Division and there is a Postmaster who is an accountant.

Are there any shop-keepers who are also Postmasters?—Not here.

The *Postmaster General.*

Are there many combined Postal and Telegraph Offices in your Division?—I have only one.

Is it true that Postmasters object to being transferred?—It is not the case in this Presidency where Postmasters are often transferred from place to place.

How many small Post Offices have you in your Division?—I have in all ninety-six Post Offices four on Rs. 40, one on Rs. 50, three on Rs. 60 one on Rs. 140, all the rest are under Rs. 40.

You say there is no reluctance among Postmasters to change their stations?—Yes.

Are they often transferred from one Division to another?—Very seldom, unless the pomotion exceeds Rs. 10.

Having heard the evidence of Mr. Cowasji do you share his opinion in most points?—Yes, I think Mail officers should not be drafted on to the staff of Superintendents: but if they are to be so transferred they should be distributed among the whole of the Circles and not only among the Bombay Circle.

Have you any views to urge with reference to this Department?—No.

Do you know whether any jealousy has been felt in other Circles of promotion in your own Circle?—Not to my knowledge.

The Hon'ble Khán Bahádur *Kazi Shahbudin.*

Are there any disabilities which you would wish to see removed in regard to the appointments of Natives in the Department?—None as far as Bombay Circle is concerned.

Are the men we get in the Department on small pay much of the same class of life as would be attracted by larger salaries?—Some of them.

You have a brother a Pleader in the High Court and an LL. B.?—Yes.

How is it that you entered the Department at an early age and on a small salary?—My father died when I was young and I had to help to support my family.

Narayan Chimnaji Apte, Esq.

Do we not often get in the Department matriculated men of the same class as yourself?—Yes. I had studied up to what would be the Matriculation standard now before I entered the Department.

Mr. *Nulkar.*

As Superintendent do you frequently come in contact with Englishmen, official and non-official?—Yes, I have to correspond with Collectors, Political Agents, &c.

Military officers?—Very seldom.

Do you receive the complaints that European officials and others make against Postal officers under you?—In most cases Europeans communicate with the Postmaster General.

What sort of communications have you with the officers you mentioned?—On such occasions as postal robberies I have to correspond with them and on some matters I have to obtain their views.

Have you ever experienced any difficulty in the discharge of your duty in communication with European officers because you were a Native?—Certainly not.

Have they always treated you with the respect which was due to you as an officer of Government?—Certainly.

WITNESS No. XXIV.—*22nd July 1887.*

Examination of MADHAVA RAO, ESQ., Postmaster, Senior Grade.

Madhava Rao, Esq.

The *President.*

How long have you served in the Department?—I entered the Department in 1855 as acting head clerk of Bhuj Post Office on a salary of Rs. 40, afterwards raised to Rs. 50, and then I was transferred to Dhulia on Rs. 60 and thence to Ahmedabad on Rs. 100.

You have risen through the grade of Postmaster up to your present post?—Yes.

Your present salary is Rs. 200?—Yes, and I have reason to believe that I shall shortly be promoted to Rs. 300.

Do you approve of promotion by Circles or would you have it from one general list?—I prefer it by Circles; otherwise there will be no promotion.

You think a good man has a better chance of having his merits recognized under the Circle system?—Yes.

Would you like to see the service divided into two branches and men brought into the higher grade direct instead of being required to begin as Postmasters on Rs. 15?—No; I would have promotion from the lower to the higher grades.

You would not divide the service?—No.

Do you consider that officers in the Postal Department compare as regards education favorably with officers in the executive and judicial services, *i.e.*, Mámlatdárs and Deputy Collectors, Munsifs and Subordinate Judges?—The Postmasters are a well educated class.

There are not many graduates among them?—No.

Are men of ability and education selected as a rule for promotion in your Department?—Yes.

And the upper grades of the service in this Presidency are filled very largely by well-educated Natives?—Yes, I think Natives are treated with as much justice as Europeans. During my service of twenty years I have never heard of a case of injustice to a Native officer in this Department.

The *Postmaster General.*

You have a son in the Department?—Yes.

He has had a University education?—Yes, up to the F. A.

What salary did he enter the Department on?—Rs. 25, and he is now getting Rs. 40, having passed the prescribed telegraphic test.

Where were you educated?—At Dr. Wilson's School in Bombay. I had not a collegiate education.

Sittings at Poona.

INDIA.

Post Office.

WITNESS No. XXV.—*28th July 1887.*

Examination of GOPAL VINAYAK JOSHI, ESQ., formerly Postal Department; no occupation.

The *President.*

I am now a resident of Poona. I was formerly in the service of the Postal Department as Postmaster. I am doing nothing now. I entered the Postal Department in 1870 as a clerk in the Bombay General Post Office on Rs. 30 which appointment I held for four or five years and was then made Postmaster of Alíbág on Rs. 50. I held that appointment for about a year and a half and was then transferred to Kolhápur, afterwards to Bombay, from Bombay to Káthiáwár and from thence to Bengal as Postmaster of the Park Street Office in Calcutta on Rs. 70. I was subsequently transferred to Barrackpore and thence to Serampore and I then left the service in this way: I was contemplating a visit to foreign lands and accordingly I asked for six months' leave which was granted. I visited Burma, Assam, China, Japan and America and was away for nearly two years without having obtained an extension of my leave.

Have you written a note embodying your views on the subject of this inquiry?—Yes (*reads.*) I wish to be examined on the following points:—

(*a.*) The capacity of Natives;

(*b.*) The incapacity of Europeans and Eurasians;

(*c.*) Europeans and Eurasians now employed in the Department come against the Government Resolution of 18th April 1879;

(*d.*) Resolution No. 3189 of the Government of India, of 21st June 1880, shows that the Government of India was not willing to make any relaxation in favor of Europeans and Eurasians and that the just orders of the Resolution of 1879 should be carried out.

Since the organization of the Postal Department the officials have been recruited from three sources, namely, Europeans, Eurasians and Natives. Experience in working the Department has, however, shown that Natives are found to be the best of the three. It was this experience that led to the passing of the strict orders of Mr. Monteith, then Director General of Post Offices, conveyed in his Circular No. 20, dated Simla, 10th May 1879. In paragraph 3 the Director General says: "I have the honor to forward for information and guidance the Resolution of the Government of India relative to the appointment of Natives of India and of them only." I beg to draw the attention of the Committee to the last three words "*of them only.*"

The Postal Department is administered on the lines laid down in the first Postal Manual which was mainly the work of two distinguished Natives, Messrs. Wasudev Pandurang and Babaji Sadoba. It is but reasonable to expect that the well conceived scheme can be effectually carried on by Native gentlemen only inasmuch as they alone better understand the intentions and objects of the original proposals.

The Government of India has repeatedly shown this most practically by delegating to Natives the functions of giving further shape to the Department. The Committee that met at Calcutta for framing the draft rules thought it necessary to avail itself of the advice of Native gentlemen and the then Director General has borne testimony to the abilities of Mr. Babaji Sadoba in words to the following effect. "That the best rules of the Manual were due to the vast information of the gentleman." Natives as Superintendents, Postmasters and Inspectors have latterly shown that they have worked with best efficiency and zeal and improved the state of things produced by the inexperienced and raw European and Eurasian youths that were appointed to take charge of the Divisions of the Bombay Postal Circle. Some of the names of the Europeans and Eurasians who were employed in this Presidency for the several Divisions first made were:—

(Witness here gave a list of names.)

Out of the officers then employed only one A worked well, but others made matters worse; B was found to be unsuited on grounds of health; C had to be dismissed from the Kánara Division. D was removed for incompetency; E had to be transferred from Poona to a bad Division, such a transfer having been considered the best means for ridding the Department of him: after transfer he retired; F was removed from this Presidency; G was found to be wanting and was allowed to retire; H could not get on with his superior and had to shift himself to some other Presidency; J made a confusion of his work, and was relieved by a Native who set matters to rights very cleverly. Mr. Fanshawe will, I hope, bear his personal testimony to this; I remember the Postmaster General having expressed his regret at this and similar appointments and recorded his opinion officially that Natives alone were fit to work in the Postal Department.

When the Sea Sorting Service was contemplated the experience thus gained justified the officers of the Department in advocating the exclusive employment of Natives in that branch of the service, but Mr. Monteith, the then Director General, thought otherwise; and it may be found on the records of the Department that the service was reserved for the *sons of gentlemen*, thereby meaning Europeans only. The service was then manned with Europeans.

(The witness gave six names.)

These sons of gentlemen hardly knew the work that was entrusted to them. They worked very badly and there were instances in which mail bags

were brought to Bombay unopened and of course unsorted; and yet this state of things was tolerated and they were allowed to continue in office. The case with Natives, however, was different. Mr. Babaji Sadoba, who claimed the credit of having taken a prominent part in formulating the Mannal and such other works, and who was the admitted referee in postal matters, who claimed to himself such superior knowledge in the working of the Department that the sons of gentlemen above alluded to had to take their lessons under him, was never promoted to the Presidency Postmastership. One of his pupils, Mr. Hutton, however, was thought eligible and was appointed Postmaster of Calcutta. The grievance becomes more glaring when it is known that Mr. Babaji had proved his abilities while he several times acted for the Presidency Postmaster of Bombay. Mr. Hutton and others who were promoted to highest appointmentss superseded their compeer. The service having thus been shorn of its best prizes, Natives of superior ability and capacity and powers of organization are not attracted into it; and those few that go in leave it discontented and dissatisfied. The higher appointments of Postmaster General and Presidency Postmaster should I think be reserved for those Natives who have distinguished themselves in the service. In further evidence of the injustice done to Natives it may be cited that responsible officers in the Department often show a tendency of putting in incompetent Europeans and Eurasians; the Bombay Post Office has in it many such men whose offices would have been better filled by Natives. I know of an instance in which a Native was recommended by Mr. Tucker for being admitted into the Bombay General Post Office, but the reply of Mr. Stuart was to the effect that he was anxious to introduce a European element into his office and he would not put in any Native if he could help it. (The witness here mentioned the names of some Europeans who he stated had been brought into the Bombay Post Office in preference to Natives.)

Of these M and N were dismissed for drunkenness and debt; O, P and Q promoted by leaps and bounds superseding hundreds of Natives; in the Mufasal also R and S were dismissed, the former reduced for rape and dismissed for drunkenness and the latter for various reasons.

Even now and at a time when so much agitation is going on and a Committee on the Public Service is sitting, the present Postmaster General of Bombay is I hear about to appoint an European from the Sea Sorting to be the Superintendent of Dead Letter Office of Bombay. This appointment has from its creation invariably been held by Natives only.

The *President.*

Are you aware that the Government order of 1879 referred to by you does not prohibit the appointment of Statutory Natives but only of Europeans not domiciled in India unless with sanction?—I am under the impression that Europeans means persons born of English parents in India.

Mr. *Nulkar.*

Does not that order say that all persons born in India of parents permanently resident here are to be considered Natives?—The persons whose names I have given were not residents in India.

The *President.*

Can you tell me which of the persons whose names you have given were persons outside the statutory definition of Natives? A, B, C, G, H and J.

The *Departmental Member.*

Were not all these persons appointed before 1879?—Yes.

The *President.*

Have you made any distinction between those persons who are Statutory Natives and those who are non-domiciled Europeans?—I have brought those names before the Committee in order to show that though those persons were appointed they did not work satisfactorily.

You complained in the beginning of your note that the orders of Government had been disregarded: have you made any distinction between those persons who come within the category of Statutory Natives and those who do not?—No.

Were not many of the gentlemen to whom you have referred appointed before 1879?—Yes.

Are you aware that the Director General of Post Offices issued a rule which went even beyond the terms of the order of the Government of India and altogether prohibited the appointment of Europeans without distinction except with sanction?—I am aware that that order was issued.

Can you give us any instances of its having been disobeyed?—No.

Are you able to say that in any instance any Postmaster General has disobeyed that order?—I know of none.

Are you aware whether in the Bombay and Central Provinces Circles any person not a Native of India has been appointed since 1880?—I am not aware of any. The cases of supersession I referred to were all Mail officers.

Are they graded as Superintendents?—That I do not know.

Do you know what their duties are?—To supervise the sorting of the mails on board the steamers.

Do you think they have no other duties?—As far as my knowledge goes their duties consist of supervising the sorting of the mails on board the steamers.

Do you know whether they have to do with other mails than the Indian mails?—They have to sort mails from other countries, from France and Germany.

Do you know that they have to take charge of the French and Dutch mails?—They take charge of all the mails that come through.

Have they not to see that the mails are carried forward and to make arrangements for their transit?—The same thing is done by Natives here.

What do you suppose they do on board the steamers?—When the bags are received by them at Suez they open them, sort them and the bags are re-mailed.

Is that all they do ?—I think it is.

Do you know what quarantine is ?—Yes.

What would a Mail officer do if he came to a port where quarantine was enforced ?—The letters would be examined to see if they contained anything.

That is not quarantine ?—Then I do not know exactly what it is.

Is that all you know about the duties of Mail officers ? Are you aware that they have sometimes to go to ports where people are prohibited from landing because they have come from an infected port ?—Yes.

And that in such cases they have to make arrangements for getting their mails forwarded with the greatest possible despatch, to induce the officers engaged in enforcing quarantine regulations to pass these bags on, to see the Consuls make over these bags to them and deal with the representatives of foreign countries ?—I do not think it is very difficult to manage that.

Does it not require a larger degree of ability than mere sorting letters ?—That may be.

What are the other cases of supersession ?—Mr. O'Shea in this Presidency superseded many others.

Are you aware that this gentleman was specially brought into the Bombay office by reason of his educational qualifications ?—He was not specially brought in. I was in Bombay at the time.

The Postmaster General mentions that he was brought in on the promise that he was to be a correspondence clerk ?—I was in the correspondence department on Rs. 40 when Mr. O'Shea joined as an unpaid apprentice.

Was he not a man of better education than you were ?—I do not think he was.

He was made a correspondence clerk over your head within a very few months ?—He might have written his own language better than I did.

Your ability to write English was not so considerable as his ?—I admit that.

And consequently he was made Head Clerk ?—There were many other Natives who had done that work before and did it under him.

Possibly they did not do it so well ?—He might be able to write English, but the rest of the work required no great ability.

Is it not a fact that some Natives, even of those who have taken the B. A. degree, draft letters badly ?—They may write very bad English, but they convey all that is to be said. That is to our credit. If Mr. O'Shea says he was not admitted as an unpaid apprentice his evidence is incorrect. (Evidence of Mr. O'Shea read to witness.)

The *Postmaster General.*

Were you subordinate to Mr. O'Shea in the Deccan Division ? Was he not your Superintendent ?—He was not. I was under him in the Konkan.

Did he not promote you on a certain occasion ?—No.

You were drawing Rs. 50 to Rs. 70 in the Konkan ?—Yes.

The *President.*

What is the other case of supersession ?—Mr. Doran—he superseded many Natives and is now Head Clerk in the Inquiry Department of the Bombay Post Office on Rs. 250. Mr. Wright also superseded many Natives.

Mr. Wright is not in the Department now ?—No, Mr. Gardiner, son of the Postmaster of Poona, is now drawing Rs. 150 and has been promoted by leaps and bounds. He was in the Bombay General Post Office and commenced with Rs. 30 or 40, and is now drawing Rs. 150 in the Steamship Department in the General Post Office —a place which has been always held by Natives.

That gentleman was born in India, educated in India and his parents lived in India ?—He is a Native of India I know.

Any body else ?—Mr. Bennett, who is no longer in the Department, was appointed Head Clerk in the Corresponding Branch. Then there is Mr. Maclachlan, who is brother to a Superintendent somewhere in the North-West. He was brought by Mr. Stuart into the Bombay office and remained there until he was dismissed.

Mr. Stuart dismissed him ?—I do not know.

You have given us several instances of men of European or Eurasian parentage having been dismissed from the Department or having had to leave it. Now can you tell us of any instance in which Natives have been dismissed from the Department ?—Not among the Superintendents.

From any grade ?—Probably clerks have been dismissed and several Inspectors also.

For misconduct ?—Yes.

And some also for dishonesty ?—Yes, several.

You have not given us a list of them ?—Of course, not. We are the inhabitants of this place.

Quite so : but still you have given a very partial account of gentlemen who have failed in the Post Office ?—Those were gentlemen who had been shown especial favor in the Department and therefore ought to have behaved very well.

Do you say that intelligent Natives do not get equal promotion with Europeans ?—They have been getting it lately.

Since what date ?—Since 1887.

Of the Superintendents in this Circle there are only three of European parentage ?—Yes.

And the rest are all Natives ?—Yes.

How many Natives ?—Nine.

That is a larger proportion than in any other Circle ?—Yes.

Do you know Mr. Kharsedji Pálanji Lálkáka of this Presidency ?—Yes.

He is the Superintendent in Gujarát ?—Yes.

Are you aware that he was offered promotion as Deputy Postmaster General ?—Yes.

And he declined it, preferring to remain in Gujarat ?—Yes.

The post of Deputy Postmaster General is one of the best in the service ?—Yes.

Many Europeans would be glad to get it ?—Europeans would be glad to get anything.

What is the pay of the Deputy Postmaster General ?—Rs. 700 to Rs. 1,000.

There are fifteen Superintendents in this Circle?—Yes.

Of whom eleven are Natives?—Yes.

And of the Postmasters including one Deputy Postmaster on salaries rising from Rs. 100 to 1,000, there is one European and nine are Natives of pure Asiatic descent?—Yes, most of these appointments are held by Natives.

Amongst the thirty-nine Inspectors in this Circle not one is of European parentage?—That is so.

Then where is the very great grievance under which Natives labour in the Bombay Circle when there is practically only one officer among the Superintendents who is not domiciled; among the Postmasters nine are pure Natives and one is a Statutory Native and among the Inspectors thirty-nine are pure Natives?—My answer to that is that the pay of those appointments is so small that you could not get an European to take them.

I thought you said just now that Europeans would take anything?—Yes, where the work is very light, but not where it is very complicated.

The *Postmaster General.*

You said that Natives had left the Department thoroughly dissatisfied with the treatment they had received. Can you name any Natives who have done so in Bombay, Sind, or the Central Provinces?—Yes. There is one gentleman who is now a Deputy Collector in Ahmednagar.

The *President.*

Did he get a Deputy Collectorship when he left the Department?—Not at once. It was about twelve or thirteen years ago.

Mr. *Fernandez.*

Was he not transferred or did he leave before he got the other appointment?—Well, he tried his best to get out of the Department.

The *Postmaster General.*

That is only one instance?—There is another in Baroda who left the Department and became a public preacher. He was a Hindu.

The *President.*

He left it for religious reasons?—No; he was disgusted. He saw he would never be promoted.

Considering that he had no prospects, he preferred to adopt another career, is that your meaning?—Yes, we all enter the Department with that view.

The *Postmaster General.*

You said that the Head of the Department refused to admit certain Natives saying that he had only room for Europeans. Are you aware how many Natives he has in his office?—One only.

Are you aware that the whole of his Head Clerks for some years past have been Natives including Portuguese and Native Christians with one exception?—I am not.

Are you aware of the fact that out of 221 persons there are only three Europeans in his office?—Yes.

And that for some years all the Head Clerks except one have been and are Natives of India?—Yes.

The *President.*

Was any order of dismissal passed on you when you left the Department?—I do not know, I have not yet heard.

How many Europeans who are not Statutory Natives are there in the postal service throughout India including the Mail officers?—I am not well posted as to that.

Would you be surprised to hear that there are only forty-six, including the Director General, the Deputy Director General, the Assistant Director General and the Postmaster General in a total of 264 appointments carrying salaries above Rs. 100 and upwards?—That is a very small number, but the salaries drawn by these officers are larger than those drawn by Natives. One of these appointments is equal to 200 Native clerkships.

Are you aware that the business of the Post Office has extended to a great number of new departments within the last twenty years?—Yes.

And that required skilled management?—All that work is done by Natives of India.

Do you consider that Natives are able to manage the Mail Circle?—We have some Native Superintendents in that Circle who do the work efficiently.

Do you say that Natives as a rule are the best qualified for that service?—Native Superintendents in this Presidency would be able to do the work efficiently.

Do Natives receive the same amount of respect from railway officials as Europeans?—Natives are respected anywhere. (Question repeated.) No; they do not.

If an accident happens on a railway to the mail train the officer in charge has to make what arrangements he best can to secure the speedy transmission of the mails and to call upon the railway authorities to render every assistance?—Yes.

Do you consider that a European or a Native would get that assistance more easily?—The Government of India should remove those railway officers who do not treat Natives civilly. As it is, Natives are not respected and therefore they will not enter the service.

Do you consider that on emergencies when you have to call upon officers of other Departments for assistance Natives or Europeans are more likely to get the assistance required?—My opinion is that Natives are well able to do the work.

The Hon'ble Khán Bahádur *Kázi Shábbudin.*

Do you know whether Natives of all castes would like to serve on board the steamers in the mail service?—In these days they would.

Would you like to serve on board a steamer?—Yes.

What is your caste?—I am a Bráhman.

Would Bráhmans enter that service?—They would be quite willing to take it. I applied for an appointment in it soon after I joined the Department.

Do you know what the messing arrangement of a mail officer on board the steamer are?—Yes, they have to eat at the European table.

Do you think an orthodox Bráhman or Mahomedan could do that?—He might take his own provisions with him.

You have said that the Sea Postal service worked badly: what do you mean by that?—I mean that the sea sorters did not know their work; it was very difficult for them to do; they used to bring back the bags unopened.

Was this because they were inefficient?—Yes.

Who are the sorters at present?—They are all Europeans.

Are there no Native sorters on board?—No, there are only Native punchers.

Does it happen very frequently that this work is done badly?—Not now: that was when the sea service was first introduced about twelve years ago. I was then in the Bombay General Post Office when the sorters used to bring bags back unopened.

The *Postmaster General.*

Was not the European mail at first sorted in the General Post Office on arrival?—The officers were not called upon to open the bags.

The rule was that the whole of the mail was brought into the Bombay office and sorted there?—Yes.

The *President.*

And afterwards a change was made: when was it made?—I speak of the time when the sea sorting was already introduced.

When was it introduced?—I cannot give you the exact date, but it was in about 1870 or 1871.

And the difficulties you spoke of were difficulties which occurred on its first introduction?—I think it was four or five years after. I was in the Bombay General Post Office from 1870 to 1873.

How long can you speak of the system after its introduction?—Three or four years.

Do you know when the system of sorting on boardship was introduced?—I cannot say.

The Hon'ble Khán Bahádur *Kázi Shahbudin.*

Who are the sorters on board the steamers now?—European clerks and one officer. I am not well posted in the matter now: but when I went on board the steamer I noticed that there were two clerks and one Superintendent—all Europeans.

The *President.*

You have spoken of some officers in the Department who were dismissed you said for misconduct. None of those persons are here to give evidence and therefore it is only due to them that I should ask you one question. Have you any documentary evidence about these cases?—I have none, but there are men who could tell you that they were dismissed.

The *President*—continued.

Do you know of your own personal knowledge the circumstances under which each of those persons was dismissed?—I have heard the circumstances.

Were any of them in the same office with you when they were dismissed?—No.

Were you personally acquainted with any of them?—No.

You have been speaking then from hearsay?—No, not hearsay. I have been in the Department and have known the circumstances under which they were dismissed.

Have you read the official correspondence in the case of any one of them?—No, because it is not open to us.

Then strictly you are speaking from hearsay?—I do not know whether it is hearsay.

The Hon'ble Khán Bahádur *Kázi Shahbudin.*

You said one of the Native officials left the service in disgust, whereas it turned out that he got himself transferred to the Revenue Department, which is a much more attractive and a better paid service?—Yes, he got a transfer.

Why did you leave the Postal Department?—I was very anxious to travel and so I went.

You are not anxious to return to Government service?—No.

You have been doing nothing since your return?—Yes, and I am not anxious to serve Government again.

Or any merchant or any one else?—I might of course do some work; but I have made up my mind not to serve Government.

The *President.*

Do you know any Bráhmans in this Presidency who entertain an objection to go to sea?—There are many who do; but at the same time a large number would be found willing to go.

You think the objection on the part of Bráhmans to go to sea is not so strong as it was?—Yes.

You say we want educated men for this branch of the Department?—Yes.

Do you think any educated Native would be restrained from entering it because he would have to go to sea?—There might be some among the orthodox but not among the educated.

Have you anything else to say?—No.

Witness No. XXVI.—*29th July 1887.*

Examination of the Reverend Sorabji Kharsedji.

I am now a clergyman of the Church of England. I was employed in the Postal Department from 1865 to 1877. I entered the service as Head Inspector of the Delivery Department in Bombay where I served for 20 months. I was then appointed Disbursing Postmaster at Sholápur, as the man who held that appointment had been dismissed for misconduct. I subsequently held in succession the Disbursing Postmasterships of Belgaum and Sátára whither I was transferred at my own request. When I resigned the service to take Holy Orders I was acting Inspecting Postmaster, what is now termed a Superintendent. I have now no personal interest in the Department, but as I served in that Department for 12 years very happily, I come forward to give my evidence for the good of the Department and the public, as I am well acquainted with its internal working. It is 10 years since I left it and there may be some

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improvement which I do not know, but when I was in the Department I found two great defects—one the defective supervision of the Post Office, each Post Office being only visited twice in a year, once by the Sub-Inspector and secondly by the Superintendent. This inspection I considered insufficient. Moreover the approaching visit of the inspecting authority was known beforehand and often correspondence respecting complaints from villagers was suppressed by Postmasters. The second defect was that upwards of 400 Postmasters in charge of sub-offices were under-paid. They received from Rs. 10 to 20 per mensem. You cannot obtain responsible men for those salaries. The pay is adjusted by the income of the Circle. The Postmasters are responsible not only for monies purely belonging to the Post Office or transmitted through the post but for monies received on account of Savings Bank deposits.

The Sub-Postmasters are some of them schoolmasters. There are however many who have no other employment. No educated men apply for such posts.

Sittings at Madras.

WITNESS No. XXVII.—*4th August 1887.*

Examination of S. SULLEN, Esquire, Presidency Postmaster, Madras.

S. Sullen, Esq.

The witness handed in the following note:—My experience of the Public Service extends over a period of 38 years, 29 of which have been spent in the Postal Department.

I have served in almost every grade of the Postal service. I have held the appointments of—

Disbursing Postmaster;

Superintendent of Post Offices;

Superintendent of Military Horse Van;

Superintendent of Mails and Government Bullock Train;

Personal Assistant to the Postmaster General;

Presidency Postmaster, and

Officiating Postmaster General.

I have served in almost every part of India, from Peshawar to Calcutta and Madras. I likewise served in Affghanistan during the war of 1879-80 and also rendered assistance in the Huzara and Afridi Expeditions. During the Indian Mutiny in 1857-58 I was employed in defensive operations in Ludhiana.

There are altogether 14 Postal Circles, 5 of which are large and 9 of minor importance. The Heads of the larger Circles such as Bengal, Bombay, Madras, North-West Provinces and the Punjab, are called Postmasters General, and those of the smaller Circles Deputy Postmasters General.

The relations between the Director General and the Heads of Circles need not be described by me.

It has been urged in some quarters that some of the appointments of Postmasters General should be reserved for Uncovenanted officers, but I have no hesitation in stating that such an arrangement would impair the efficiency of the Department.

A large Postal Circle is a most extensive and important charge; the duties of the officer at the head of it are of an onerous nature: there are several thousands of officials in each of the large Circles, and the final control of such a large body of men in itself requires capacity of a high order.

When offences are committed by any of these subordinates or against the Department by any member of the public, the investigation is conducted under the direction and instructions of the Postmaster General, who alone has authority to determine in what cases a judicial enquiry should be instituted. A knowlege of criminal law, of the law of evidence and of the procedure of the Courts in India as well as a sound judgment is required for the efficient discharge of this duty.

Apart from all this it is no easy task to control such large bodies of men as are employed in the large Circles so as to secure thoroughly efficient work from all.

It is my experience that the conduct even of the runners requires the careful attention of the Head of the Circle, and, unless continual supervision is exercised by him, there would be no discipline at all. In this Presidency one runner line alone extends over 650 miles from Renigunta to the Orissa frontier *vid* the Northern Sirkars requiring much trouble in its supervision.

Under these circumstances I am of opinion that Postmasters General should continue for the interest of the Department to be recruited from the Covenanted Civil Service.

No special technical requirements are needed for service in the Postal Department except in the Telegraph branch. A large number of men has been trained to conduct the work in combined Post and Telegraph offices and a still greater number will be required in the future.

It has already been explained why Postmasters General should be selected from the ranks of the Covenanted Civil Service.

For the Deputy Postmasters General and the Superintendents the qualifications necessary are a sound English education, a colloquial knowledge of the vernacular of the District in which they serve, and practical acquaintance with the rules and regulations of the Department, energy, activity, tact and administrative ability.

In the Postmasters of higher grades the chief qualifications needed are a good English education, carefulness, tact to manage the public and meet their wishes without infringing rules of the Department, readiness and accuracy in the

manipulation of figures and a practical acquaintance with the detailed working of every branch of postal business. A knowledge of telegraphy is also desirable if the Postmaster happens to be in charge of a combined Post and Telegraph Office.

The Postmasters in the lower grades or offices in which no clerks are employed must also have a fair knowledge of the vernacular so as to decipher vernacular addresses on letters.

As I said above, my experience is that for the Postmasters General of the 5 large Circles Covenanted Civil officers are the best suited. Their administration is more efficient, more liberal and more impartial than that of any other class of officers. I may also here add that I feel sure the officials of the Department generally prefer to have a Postmaster General from outside, free from prejudices, personal interests and associations.

For the grades of Deputy Postmasters General and Superintendents domiciled Europeans and Eurasians, who are inured to the climate of India and possess a knowledge of the language of the country, are in most respects better suited than pure Natives: at the same time there are exceptional men among the Native Superintendents who are quite equal to the Europeans and Eurasians.

What may be said against the Natives is that they are generally unwilling to travel by sea, or proceed on field service, or serve in other Presidencies away from their homes; they are wanting in activity and force of character, and hesitate to act on their own responsibility in moments of emergency. I have never known a Native Superintendent to go round his Division on horseback, or exercise effective control over his subordinates, especially when the latter happen to be higher in caste than himself.

Natives are however better suited than other classes for the duties of a Postmaster where the work is sedentary, but in certain large stations it is desirable that Europeans rather than Natives should be Postmasters, for Natives do not generally succeed in those places, such, for example, as the stations where the European population predominates. In large military stations like Secunderabad, Bangalore, Bellary and at Ootacamund and other stations where European planters reside, a Native Postmaster seldom succeeds; in such places it is necessary therefore to appoint either Europeans or Eurasians as Postmasters.

Natives are also peculiarly well qualified for the post of Inspectors of Post Offices: it requires a deal of intimacy with the Native population, especially the rural, and for this very reason a rule has been laid down by the Director General that all Inspectors in the Post Office should be Natives, and the rule is strictly followed in all circles of the Postal Department.

In conclusion, I beg to add that service in the Post Office is not attractive, especially in the lower grades, owing to the nature of the work, the peculiar hours of attendance, the very little leisure allowed, and above all, the smallness of the salaries: the result is that we cannot get the best men of any community for service under it; difficulty in consequence is often felt in drafting men from the lower grades of service to the higher.

The want can be met not by making the invidious distinction of superior and inferior service to the prejudice of men already in the Department, but by a regular system of recruiting well educated and respectable men for higher appointments below the grade of Superintendents who should be allowed such salaries as the Head of the Department may consider them worth.

As a rule men should be recruited for the Superintendent's grade without having to pass through the lower grades; a certain number of appointments should however be reserved for men in the Department who show special qualification and fitness for appointment as Seperintendents.

The present practice of promoting Superintendents according to Circles should be maintained as local experience and a knowledge of the language of the country in which the Superintendent is employed is of use to the Department.

Mr. *Ramasami Mudaliyar.*

There are now five Native Superintendents in this Presidency. I am not able to say whether these gentlemen have discharged their duties efficiently as I have only been 3 years in the grade. I spoke of my experience generally. I have said that it is not desirable that Natives should be employed as Postmasters in certain large towns. They do not get on with the less educated classes of Europeans such as the military. I think it is necessary that we should recruit rather freely for the Superintendent's grade, because we have so many uneducated men in the lower ranks of the Department that difficulty is felt in finding suitable men in the Department to fill them. Native graduates much dislike the hours of attendance required in the case of clerks in large Postal Offices.

WITNESS No. XXVIII.—*4th August 1887.*

Examination of R. H. McKILLOP, Esq., Superintendent, Postal Department, 2nd Grade, Nellore.

The *President.*

When did you enter the Department?—In 1872 on a salary of Rs. 100 a month. I am a non-domiciled European. I have been in the service for fifteen years and a half. I represent the claim of Europeans to hold the appointments of controlling officers in the Postal Department. I consider it necessary in the interest of the Department in order to secure thoroughly

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efficient administration, that a certain proportion of the Superintendents in this Circle should be European officers. The services of an officer of that nationality are absolutely necessary in several Divisions where there is a large European community such as the Bangalore and Coimbatore Divisions which include the planting districts of Coorg, the Nilgiris and Wynaad. In other Divisions there are sea port towns where the European mercantile community is an important element. When frontier or internal disturbances take place European officers are invariably chosen to organize the necessary Postal arrangements—this was done when the Rumpa Rebellion broke out in 1880. A Native officer is not qualified to undertake duty of this nature and a European has this advantage over a Eurasian or Native, that he is able to associate with the officers of the Field Force which would naturally cause the arrangements to work much more smoothly. The Divisions in this Circle are extensive, some very extensive, and great physical energy is required for their thorough administration when offences have to be investigated or communication restored. When an interruption has occurred on the postal line it is necessary that the place of action should be reached with the least possible delay; the divisional officer should therefore be able to start on short notice and travel with despatch. A Native officer does not attach the same importance to the value of time, nor can he travel with so much expedition. The European is ready at the call of duty to proceed wherever his services are required, while a Native shows a decided preference to employment nearer his home. The European also more readily associates with officials of other Departments engaged in the administration of the country and this is naturally to the advantage of the Post Office.

Concerning the appointment of Eurasians, if we introduce the better class they are, I consider well suited for the post of Superintendent, and I have no hesitation in stating that the Eurasian community should decidedly be represented in the higher appointments. I am also of opinion that if we get pure Natives of the better class they should be appointed to the grade of Superintendent.

A fair representation of the different races would be an equal number of each being appointed. In appointing men for the Superintendent's grade I would not recruit them from those already in the Department, but would recommend that men unconnected with the Department be nominated; at the same time should a man already in the service, either European, Eurasian or Native, show marked ability and fitness for the post, I consider that, with the recommendation of the Head of the Circle, that man should be promoted to the post of Superintendent. It is my opinion that the Postmaster Generalship of a Circle should be held by a Covenanted Civilian as a rule, but an exception ought to be made in the case of controlling officers who have displayed exceptional ability and merit and are also in other respects suitable for the appointment when the post might be given to a European member of the Uncovenanted service. I do not think an Uncovenanted Eurasian or Native holding the appointment would receive from his subordinates that respect which a Civilian or Uncovenanted European would.

Referring to promotion in the higher grades, the Circle system is the best, but this system certainly requires improvement as the rate of promotion is at present very slow, and there is little to induce a good class of candidates, more especially European candidates, to enter the Department.

Mr. *White*.

I entered the Department before the order of April 1879 relating to the employment of Europeans not domiciled to offices of more than Rs. 200. I am acquainted with the order of the Secretary of State endorsing the order of the Government of India. I do not dissent from the policy indicated in the order. I may differ, as other people also differ, in my opinion as to the cases in which it should be applied.

Witness No. XXIX.—*4th August 1887.*

Examination of John Bower, Esq., Superintendent of Postal Department, 2nd Grade Palamcottah.

The *President*.

John Bower, Esq.

My father was the Reverend Dr. Bower, who was a well-known Eurasian Tamil Scholar in this Presidency. I entered the Postal Department in 1870 as Postmaster of Cochin on a salary of Rs. 70. As Superintendent of the 2nd grade I draw a salary of Rs. 300—400. I have been called upon to represent the claims of my community before this Commission, so far as the Postal Department is concerned. My first appointment was as Postmaster on Rs. 70, from which I have risen to my present grade. My service extends over a period of 17 years passed entirely in the Madras Presidency.

The working of the present system, in respect to promotion from the lower grades, does not appear to give general satisfaction. It holds out no inducement to young men of education and good birth or *status* in society. Admission can only be obtained into the lower grades, from which promotion is dependent, as a rule, on seniority. The consequence is that those in the lower grades have long to wait before they are advanced, and the Department now is mostly recruited from a class of men inferior to other candidates for the Public Service. The selection of candidates is thus limited to men who are chiefly qualified for clerical work. Formerly the rule with regard to seniority was less strictly observed, but, of late years, it has grown into a rule to promote by seniority, though there are some cases in which merit has been recognized.

In this Presidency, Europeans and Eurasians have received a large share of the better paid appointments. They hold 75 per cent. of the posts with salaries of Rs. 200 and upwards, 50 per cent. of salaries of Rs. 100 to 200, and 18 per cent. of salaries of Rs. 50 to 100. Of those in the higher grades with salaries of Rs. 200 and upwards with the exception of four all have

risen, not from the lower grades, but under more favorable circumstances. But in the course of a few years if the system of seniority is retained the European and Eurasian element will be sparsely represented in the higher grades. Natives can afford to enter on a low salary, whereas the others cannot do so without the support of parents or guardians. Whatever may be urged in favor of the cheapness of the Native, still it is a fact that other classes are practically shut out, and, as I stated before, the Department is recruited not from the best but from an inferior class of Natives.

In other Departments, such as the Revenue and the Judicial, men willing to enter them get a course of training as volunteers, and during this period are able to earn a livelihood by copying, and other miscellaneous work. They are also promoted according to qualifications, and in a few years rise to positions worthy of their attainments. In the Government Telegraph Department, the lowest salary a young man starts with is Rs. 30, while in the Departments of Public Works, Forest, and Salt, he will start with a more decent salary: and in all mercantile firms, an adequate salary is paid according to race. No such inducements are offered in the Postal Department.

To make the Department more attractive to superior men of all classes, the appointments might be divided into, *first*, the Controlling or Administrative, to embrace all superior appointments such as Deputy Postmasters General, Superintendents, and Postmasters of large offices; *second*, the Ministerial, including all appointments up to Rs. 50. The Director General and Postmasters General might be selected from the Covenanted Civil Service, as they are less likely to be imbued with departmental prejudices; but all the other appointments must be given to Natives of India, as vacancies occur. It would be objectionable to bring Covenanted men from England or to take Europeans coming to India in quest of employment to fill these appointments; for such a step would stop promotion and naturally cause much irritation and dissatisfaction. Promotion from the lower or ministerial grade to the higher should be made in cases of proved merit. I would also suggest that a certain number of appointments with a minimum salary of Rs. 50 should be reserved for men likely to rise to the higher grades of the service. They should be promoted not by seniority, but according to qualifications and conduct.

It is difficult to say the class of appointment that should be given according to nationality, but this might well be left to the discretion of the Head of the Department. A Native is perhaps the best fitted for the Inspectorship of a District.

Technical education is a necessary qualification in all Departments. In the Postal, there is a great deal of work not requiring much ability which can be satisfactorily performed by men of the ministerial class. The Middle School Examination would be a sufficient test for admission. In the higher grades men of better education are required, men who have passed some one of the University Examinations and have some *status* in society. An acquaintance with one or more vernacular languages will be useful, and a knowledge of law and Police will be equally so, as this will aid the administrative machinery to detect cases of theft and other serious offences. Appointments however need not be made as a rule by competitive examinations but by nomination.

It has been mentioned that Eurasians are disqualified owing to their inability to read and write the vernacular. This is not quite correct so far as this Presidency is concerned. For many years the importance of a knowledge of the vernacular has been felt and provision made in most schools for teaching it. Ability to read and write is only needed in the very lowest appointments, and in these no more is required than to be able to read the addresses of vernacular letters for the purpose of sorting. In all offices there are clerks and postmen competent to do the work, and in a large Post Office like Hyderabad where there are many clerks, two Munshis on Rs. 20 and Rs. 30 respectively are employed for this special purpose. The reading of addresses forms but an infinitesimal portion of the work of a Post Office.

Another point brought forward by the Postmaster General, Bombay, is that the work of the Post Office "is not congenial to the Eurasian, judging from the small number of applications received." The cause may rather be attributed to want of prospects, and to the lowness of the salaries offered to beginners. The work in a Post Office being of a sedentary nature is also peculiarly fitted for Eurasian young women, especially in large Post Offices where many clerks are employed; and I have no doubt that if it were notified that female candidates with a knowledge of the vernacular would get employment, there would be as many available in the course of a year or two as there are now for employment in the Educational Department as school-mistresses.

As a Native of India, the Eurasian has done his work quite as creditably as a Native, and from his identity with the European in habits and customs he is able to discharge with some advantage those duties for which the latter is said to have special qualifications. In him are combined the qualities of the Asiatic and the European. The rise in his social *status* is only a question of time, and already in some Departments of Government he obtained a footing while the Bar and Medicine supply many instances of men who have risen in the social scale. This need not therefore be considered a bar to their filling any of the higher posts in the Department. As a supervising and controlling officer, he commands the respect of his subordinates, maintains good discipline, and wins the confidence of both European and Native among whom he works. In the matter of education, it is beyond doubt, that he is superior to the Native, I mean that he possesses more general information which he naturally has greater opportunities of acquiring. He has been found to possess energy, tact, and readiness to act in cases of difficulty. He can vie with the pure Asiatic in the knowledge of the language and of the habits and customs of the people, and he is ever ready at the call of duty to proceed to distant places, while he is free from all ties of caste and the obligations of religious observances which hamper the Hindu official. During the last Afghan Campaign the Postal staff consisted

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chiefly of Eurasians. Two of the Eurasian Superintendents of this Circle did good service, and one of them received a medal. Bráhmans and other high caste men declined to go to the front, when ordered, and those that were induced to go proved unequal to the changes arising from climatic and other causes. The Eurasians cheerfully went and did good service, and showed great capability of physical endurance, remaining to the last at their posts.

WITNESS No. XXX.—*4th August 1887.*

Examination of V. KANAKHASUBHAI PILLAI, B.A. and B. L., Examiner of Post Office Accounts, 4th Grade.

V. Kanakhasubhai Pillai, B. A. and B. L.

The *President.*

I entered the Post Office Department as a clerk on Rs. 15 per mensem on the 1st May 1874. In a month I received Rs. 20. Four months later I was raised to Rs. 50 and three months later to Rs. 60. In the course of a few months I obtained an increase to Rs. 70. I afterwards took leave for a year and practised as a pleader and returned to my post on Rs. 70 on the 1st May 1878. In 1880 I was promoted to be Superintendent on Rs. 200.

I have served under eight Postmasters General, of whom four were Covenanted Civilians and four Uncovenanted. The appointment of a Civilian for the Postmaster Generalship is very desirable because his experience in other branches of the Public Service enables him to impart fresh life to the Post Office and to introduce salutary changes in the administration of the Department. No prosecution is undertaken by the Department nor refund of Savings Bank deposits of deceased depositors made, without the sanction of the Postmaster General, and in these cases the knowledge of law and procedure possessed by a Civilian is of material use.

The Postmaster Generalship should not, however, be reserved to Civilians, but should also be held as a prize that can be won by subordinates of proved merit and ability. Otherwise there would be nothing in the Department to stimulate supervising officers to work zealously for its progress and success. Presidency Postmasters and senior Superintendents who possess superior education and administrative ability, and who have rendered signal services ought to be rewarded with the Postmaster Generalship. While exercising the powers of a Postmaster General such men would be able to carry out reforms, which their intimate acquaintance with details would suggest to them as necessary to suppress fraud, simplify work, curtail expenditure or increase the sources of revenue.

Superintendents and Examiners were selected from educated Natives and Eurasians till about 1872, when a special class of Probationers for Superintendents' appointments was introduced. The Probationers were mostly young men of good birth, taken fresh from school, and trained in the Department at the cost of Government. After passing a departmental examination, they were appointed as Superintendents or Examiners. One result of this system was that out of 12 vacancies which occurred in the Superintendent's grade in this Presidency, between the years 1872 and 1884, nine were filled by men from Northern India, and only three by men of this Presidency. The system of Probationers was given up in 1884, and it was then ruled that subordinates who pass a departmental examination, and who are considered otherwise fit for Superintendents will be promoted to that grade. Some of the subordinates in this Presidency appeared for the examination, and a few have passed. Two vacancies which occurred in the Superintendent's grade subsequent to this new ruling, have been filled by men selected from among those who have passed the Departmental Examination. This new regulation has given great satisfaction to the subordinates, and has proved an incentive for good work to many a young man who would otherwise have certainly joined some other department where promotion to the higher grades was open to subordinates.

Inspectors are as a rule selected from subordinates who are Natives of India, as the nature of their duties requires that they should have a thorough knowledge of the vernacular of the district in which they are employed.

The subordinate or clerical grade comprises Postmasters, clerks, &c. All officers of this grade on a salary of Rs. 40 and above are appointed by the Postmaster General, except in the Presidency Post Office, where the Postmaster has the privilege of appointing men up to a salary of Rs. 100. No definite principle appears to be observed as regards admission to the clerical grade. Before the introduction of a special class of probationers for the Superintendent's grade, educated Natives and Eurasians were taken into the higher clerical appointments, in order that they may qualify themselves for Superintendent's appointments. Three graduates were thus admitted on a pay of Rs. 70, 80, and 100 respectively, and all of them have subsequently risen to the Superintendent's grade. But since 1884 no such consideration has been shown to educated Natives. Graduates were not offered a higher pay than Rs. 15 or 20, and nearly all of them quitted the Department after a few months' service. Very good men were lost to the Department in them, for I find that one of them has since leaving this Department nine years ago, joined the Judicial Department and has risen therein to a salary of Rs 400 per mensem; and another is now Sub-Registrar and Vice-President of the Municipality in one of the largest towns in the Mofussil.

Native candidates as a general rule are not admitted unless they have passed some educational test, such as the Middle School or Matriculation Examination, and they have to begin service as unpaid probationers or on a salary of Rs. 10. In the case of Europeans or Eurasians, there appears to be no such restriction, and some of them have been admitted on a pay of Rs. 70 or 100 although they have not passed any public educational test, and it is unaccountable why similar consideration is not shown to those Natives who have received high education, and the best of whom would only be very glad to enter the Department on such salary. Now that Superintendents are recruited from subordinate

grades, it is absolutely necessary that men for good education should be induced to enter such grades, and qualify themselves for higher appointments. Among Natives, graduates of good physique and fair ability may be selected by the Postmaster General and appointed on a salary of about Rs. 50, as clerks in Head Post Offices, and kept there for a year or two, to enable them to acquire a thorough practical knowledge of the various branches of a Post Office.

I do not consider it necessary to offer any remarks regarding the condition of service in the higher ranks. In the lower grades, however, which are filled entirely by Natives the condition of service is very hard. It is well-known that they are very poorly paid and their promotion is slow, although their responsibility is great, and their temptations numerous. They have to work from 6 to 12 hours a day, and in many offices even during nights. Government servants in other Departments have holidays amounting to nearly three months in the year, counting the 52 Sundays, Christmas, Easter and other holidays: whereas the Postal employé has to work from one end of the year to the other without a single holiday. It is not surprising therefore that service in the lower ranks of the Department is extremely unpopular, and only the refuse of other Departments seek employment here. In my opinion, it would be doing simple justice to these overworked subordinates if they are allowed the privilege of claiming, as a matter of right, leave with full pay for one month for every 11 months' service rendered, and considering the fact that they work three months more than other Departments every year it would not be granting them too much if they are allowed a pension of one-third their salary after a service of 14 years, and half their salary after 22 years. Only such concessions as these will render service in the subordinate grades more tolerable and induce a better class of men to enter the Department.

Sub-Postmasters drawing Rs. 10 are now treated as inferior servants and are not entitled to the privileges of a superior servant, whereas Postmen serving under them are considered superior servants. This appears to be an anomaly. A Sub-Postmaster certainly does far more responsible work than a Postman and his service ought therefore be reckoned as superior.

In districts inhabited by Planters, and in stations where there are large European communities and in field service during war, Europeans or Eurasians will be found more useful than Natives, as Superintendents of Post Offices. In all other parts of the country and in times of peace, educated Natives are preferable as Superintendents because they possess peculiar advantages which Europeans have not and which are as follow:

(i). *Knowledge of the Vernacular.*—A Superintendent has to instruct his subordinates, inspect the work done by them and inquire into complaints, &c. In all these duties he has frequently to converse with men who are totally ignorant of English, and a European cannot do this without the help of an Interpreter. If the Superintendent knows the vernacular, subordinates can have free access to him and personally represent their greivances: and he will be better able to form a correct opinion of their conduct and character. When Mail communication is interrupted owing to sudden floods or other accidents, the Superintendent who is ignorant of the vernacular will not be able to put himself at once in communication with village headmen and devise means or obtain necessary assistance for conveyance of mails.

(ii). *Being accustomed to the climate and modes of travelling.*—Natives being inured to the climate, can stand fatigue much better than Europeans. The latter will find it extremely difficult to travel in the rural parts where there are no good roads or travellers' bungalows. Whereas a Native can very well accommodate himself in any village where a European cannot find lodgings. Natives can travel longer and inspect more offices than Europeans can do, and I know for a fact that Native Superintendents in this Circle were never censured for any neglect of inspection duty.

(iii). *Knowledge of the details of Post Office Work.*—A Superintendent has to explain Rules and Circulars to his subordinates, has to check accounts and examine Journals and Registers, and satisfy himself that they are kept strictly in accordance with the Rules, has to correct errors and irregularities, and when defalcations occur, he has to scrutinize the accounts and ascertain the exact amount lost to Government, and to fix the responsibility on the individual who is really in fault. All these duties cannot be efficiently performed by a Superintendent unless he had perfectly mastered every detail of Postal work. A theoretical knowledge of the work, such as can be acquired by a study of the Postal Guide or Manual is not only useless but is dangerous. A practical knowledge of the work is absolutely necessary, and it can be acquired only by actual service in the clerical grades. Europeans will not enter the lower clerical grades, and if they do, they cannot afford to remain long in such grades owing to the small pay, and therefore they are not in a position to acquire a thorough practical knowledge of Post Office work.

The Rules of the Department provide that appointments in the Post Office are with certain special exceptions reserved for "Natives of India" including in the expression Europeans born and domiciled in India, Eurasians, and pure Asiatics.

No Native of this Presidency has been raised to the rank of a Chief Officer in the Department during the last 45 years. The last Native who held this rank was Mr. Maridass Pillai, who was Deputy Postmaster General, Madras, about the year 1842-43.

In the grade of supervising officers there were usually not more than two or three Natives in this Presidency, but this year the number of Natives has been increased to five, just one-third of the total number of Superintendents. A few more Natives should I think be admitted to this grade, considering the proportion that the Native population bears to the European and Eurasian communities, and the large number of educated Natives available for employment.

Taking the Department as a whole, I find that very few well-educated Natives have been admitted. The number of Native graduates in the Department can be counted on one's fingers. There are over ten thousand graduates in the country, but not more than ten Native graduates have been able to get into the Department in all

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India, and only four of these have come up to the Superintendents' Grade. Most of the Natives who hold high appointments in the Post Office are not men of superior education, but have risen to their present position after long service. No comparison can, therefore, be instituted between such men and educated Europeans; and it is surprising to find that more than one high officer in the Department has condemned the Natives as unfit for Superintendents, forgetting the undeniable fact that no fair trial has yet been given to educated Natives in this branch of the Public Service.

The objections that have been raised against the promotion of Natives to the higher grade are—

(i) That they are wanting in energy.
(ii) That they abuse patronage.
(iii) That they are unwilling to go out of their country.

Firstly.—As regards their want of energy, I cannot understand how Natives who are in their own country should be found unequal to Europeans to whom this climate must be peculiarly enervating. If a comparison is made between a young European who is made a Superintendent while in the full vigor of youth, and an old Native who rises to the Superintendents' grade after a service of 15 or 20 years, I admit that the European is far more energetic than the Native. But if a European and a Native of equal age are compared, I believe the Native will not be found wanting in energy. Natives are largely employed in the Police and in the Army, where physical energy and endurance are required far more than in the Post Office.

Secondly.—As regards abuse of patronage, I may observe that this failing like all other human infirmities is common to all races, and cannot justly be imputed to the Native only: but I am not aware of any such malpractice committed by Natives of this Presidency, in the Postal Department.

Thirdly.—As regards their disinclination to go out of their country, I may state that during the late Egyptian war, 4 Native officials of this Presidency volunteered for field service, and were sent to Suakim. Again in the Burmese war, 10 Native officials and 2 Eurasians volunteered and were sent to Mandalay. They returned to Madras only when they were disabled by illness, or when their services were no longer required. No special recognition has been made of their loyalty and devotion as far as I know, and yet I am sure volunteers will be forthcoming when their services are again required.

I consider Superintendents should pass through the clerical grades. They should remain in those grades for one or two years. I would make them enter in such a grade that the salaries would be insufficient for Europeans and Eurasians. If those classes are required for the Department special rules should be made in their case respecting salaries.

I cannot say how many of the European or Eurasian Superintendents are ignorant of, or how many are acquainted with, the vernacular.

I am not aware whether highly educated Natives seek employment in the Department.

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No. I.—W. Y. Ham, Esq., Assistant Director General of the Post Office of India.

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2. From the reports which have been published in the papers of the statements of those officers who have been examined, it does not appear that the fact has been brought to the notice of the Public Service Commission, that the Postmasters General, as so designated, are not the only heads of Circles in India, and it might be understood, from the evidence placed on record, that a Deputy Postmaster General when mentioned, is a subordinate of a Postmaster General.

3. As a Deputy Postmaster General and head of a Circle for over 8 years, I would bring prominently into the view of the Public Service Commission the fact that a Deputy Postmaster General is also the head of a Circle. That he has the same responsibilities as, and is in no way subordinate to, a Postmaster General, but is directly responsible to the Director General of the Post Offices.

That he requires the same knowledge of law and procedure as a Postmaster General.

That he has the same powers of patronage, of appointment, dismissal, and punishment as one of those officers.

That he has to deal with the same class of appeals.

That he has to sift the same evidence for the proof of service in applications for pension.

That, in every respect, he is in the position of a Postmaster General, except that he is located usually at the head-quarters station of a Local Government other than a Governorship or a Lieutenant-Governorship. He exchanges correspondence* direct with the Local Government through its chief official.

4. In order to make this quite clear, I give the definition of the terms as officially laid down by the Director General of the Post Office :—

Postmaster General "includes all officers exercising the powers of a Postmaster General, and refers to the head of a Postal Circle."

Deputy Postmaster-General "is the officer in administrative charge of a minor Postal Circle."

Circle "is the area comprising the post offices and mail lines placed under the administrative control of a Postmaster General or a Deputy Postmaster General.

5. The only difference, therefore, between the Postmaster General and the Deputy Postmaster General is that the former has larger charge and is more highly paid than the latter.

6. I give below the existing appointments of Deputy Postmaster General, with the number of offices subordinate to each :—

Province.	Pay.	Offices.
Central Provinces and Berár	...750-1,000	434
Behár	... 700	537
East Bengal	... 700	361
Oudh	... 700	335
Assam	... 700	263
Burma	... 700	223
Rajputána	... 700	190
Central India	... 700	137
Sind and Beluchistán...	... 700	137

7. There is also the Inspector General of the Railway Mail Service in charge of the whole sorting arrangements in India over the lines of railway. He also exercises the powers of a Postmaster General.

8. There are thus 10 officers of equal departmental rank with the 5 Postmasters General, and I have never heard it stated that the working of the Circles under these 10 officers was in any way less satisfactory or less progressive than that of the Presidency Circles under the Postmasters General. I should mention that these 10 officers have always been Uncovenanted men, and, so far as I am aware, successive Directors General have had no fault to find with their administration, or considered their management less worthy than that of the Postmasters General.

* Except in three cases—Oudh, Eastern Bengal, and Behár, which correspond only on District Post matters through the Postmaster General N. W. P., and Postmaster General, Bengal, with the Local Government.

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9. Particular stress has been laid by the Covenanted officers of the Department, in their evidence before the Commission, on the fact that a peculiar knowledge of law and procedure and an extraordinary aptitude for dealing with evidence are required by the head of a Postal Circle, and that, on these grounds alone, a Covenanted Civilian should always hold the appointment of Postmaster General on account of his special qualification by education and training. I think that a study of the facts of the case will lead to a different conclusion, and will prove that, while education and intelligence are required, there is very little wanted in the way of a legal education or training.

10. To speak generally, I am not aware that any of the present heads of the minor Circles have made a special study of law, and yet I do not think that prosecutions are less successful, or that a larger percentage of decisions are reversed on appeal by the Director General in the minor than in the larger Circles. To remark personally, I have had no legal education. I have held charge as head of different minor Circles for 8½ years, and, so far as my memory serves me, I have had only two decisions modified on appeal by the Director General, and these on no point of law, but on the ground of my having taken too severe a view of the punishment necessary. I have instituted a large number of prosecutions, which have been in almost every case successful. I have dealt with evidence of all kinds, in robberies, in cheating, and personation cases: I have decided in such either to prosecute or not to prosecute, and on reporting (as *all* heads of Circles are required to do) my reasons for such action to the Director General, he has accepted my views. I could state many other points of the same kind, but I think that what I have said will show that a legal education is not necessary for the head of a Postal Circle. Even that he would be a better officer with it, I consider to be doubtful. I would here point out that, in any doubtful case, the law officers of the Government are always available, and any intricate question of law can be referred to them. In the Mufasal I have also found that a Magistrate is always willing to assist with advice. Regarding the preparation and consideration of pension cases, the point is even yet more simple. The rules in the Civil Pension Code are clear, there are departmental orders for guidance, and the head of the Circle requires only to use common-sense in comparison of dates in judging the probability of the falsity or truth of the statements of witnesses, and to carefully examine and sum up the different proofs of service.

11. Again, it is stated that a Postmaster General should have no prior connection with the Department, and should have no personal association with the Department such as would arise from long service therein. This argument, although it has been used by Covenanted officers as strengthening their exclusive right to the Postmaster-Generalships, would also advocate the appointment of either an Uncovenanted man of some other department or of any outsider; and especially, when taken in connection with the question of knowledge of law already raised, of a barrister as Postmaster General. As to old association with the Department, I would distinctly say that I should consider it better for the Department and for myself to know the character and the capacity of the men with whom, and by whom, I had to carry out either my own ideas or departmental instructions, and to be able to choose the best man from my own personal knowledge of his former work.

12. This, for an outsider, is, until he has been for some time in the Department, impossible He is for some while dependant on his office for information as to rules, procedure, and fitness of officers for promotion. He has not practical knowledge of the working of a post office, by which alone he can properly understand the manuals and system of the Department, and he is quite unacquainted with his subordinates.

13. There is also another point, which I think should be strongly considered, and which is recognized, not only in Government service, but also in mercantile communities, and that is, that a man to be an efficient head must have served in all the lower grades.

14. An officer is not appointed to the command of a ship until he has passed through all steps to master; a clerk is not taken into partnership by a merchant until he has served in many positions in his employer's office; a subaltern is not placed in command of an army; for what reason, then, should a different view be taken of the qualification necessary for appointment as head of a Postal Circle? How can an outsider, ignorant of the rules of a department, enforce the practice of these rules on his subordinates? I therefore maintain that the head of a Circle, to be thoroughly efficient, should have worked in the lower grades of the superior service as a Superintendent of Post Offices, or in some position in which he should have actually practised and carried out the rules of the Department.

15. I am afraid that my remarks may be considered to be of great length, but I have desired to make it quite clear that there is in the Post Office a class of officers who have been but faintly brought to the notice of the Commission, who are in all respects of the same departmental position, powers, and responsibility as those who have appeared before you. I have wished to advocate the promotion of those officers to the higher paid appointments in the larger Circles (Bombay, Bengal, Madras, North-West Provinces and the Punjab) when vacancies occur. It is only lately that one Circle (the North-West Provinces) has been taken away from the employés (Uncovenanted) of the Postal Department. The Postmaster-Generalship of this Circle has been held uninterruptedly (with the exception of 8 months in 1874) from 1869 to the commencement of the present year by an Uncovenanted postal employé.

16. The Punjab Circle has (with the exception of 5 months) been, since 1865, always administered by a Postmaster General, who has not been a Covenanted Civilian, but a Military man, who, after a connection with the Department of more than 20 years, may be considered a postal employé. Is it, therefore, too much to ask that the Postmaster-Generalships should be reserved for

officers who have worked their way through, and gained experience in the lower grades of the Department? The Postal Department is a hard-working and increasing Department, and there are no prizes of any value as in other branches of the Government of India.

17. There are at present only two appointments held by Uncovenanted men, which will entitle the holders to the higher rate of pension. I speak of the First Assistant Director-Generalship (Inspector General, Railway Mail Service), and the Comptrollership of Postal Accounts.

18. Below these two appointments there are 2 Uncovenanted officers on Rs. 750 to Rs. 1,000; and 11 at Rs. 700 per mensem, of whom, in all probability, the majority will never succeed in obtaining more than the lower scale of pension. This is not, I think, a proper acknowledgment of the services of employés of a Department which is so enormous, which transacts such a variety of business, and which is of such public utility and convenience as the Postal Department.

19. I would ask the Public Service Commission to recommend the retention of these high appointments as prizes for the Uncovenanted officers of a purely Uncovenanted Department of the Public Service.

20. These appointments should be open to all officers, European or Native, and should be given without favor to the best men, neither to a Native because he is a Native, nor to a European because he is white, but to either because he is the better man. If a good man, either European or Native, cannot be found within the Department, and this I do not think would ever happen, then by all means look outside the Department. During the enormous progress made by the Department during the last ten years, the right-hand men of the Director General have been Uncovenanted men for most of the time, and I do not think that it will be necessary to search outside the Department for administrators.

21. Even the Codes of the Department, by which the heads of Circles are guided, are principally the work of Uncovenanted officers, and could only have been compiled by men of long departmental experience.

22. I therefore now submit my remarks for the consideration of the Public Service Commission, and would ask only that in justice some rewards may be held out to a body of Uncovenanted officers who have not been hitherto much considered, but who are always at work in the interests of the public in almost the most important Department of the Public Service.

No. II.—Babu Bishen Chander Dutt, Deputy Postmaster General, Behár.

As a member of the Uncovenanted Service working in the Postal Department for about 30 years, and most part of that time as a Superintendent of Post Offices whose evidence has not been taken by the Commission, I have the honour to submit the following facts in connection with the administration of the Department for the favourable consideration of the honorable members of the Commission.

2. When the Postal Department was organized after the submission of the report of the Commission that sat in the year 1854, 5 Postmasters General were appointed and placed in charge of the three Presidencies of Bengal, Bombay and Madras, and of the two local administrations of North-West Provinces and Punjab. They were placed under the supervision of one Director General of the Post Office of India. At that time the number of post offices was very few, and the work of the Department was confined to the disposal of letters and parcels, and the supervision of the Dâk-bearers' Department for the convenience of travellers passing from one part of the country to another. In course of time the number of post offices began to increase, owing to the cheap postage system introduced, and facilities offered for the quick transmission of letters. Gradually it was discovered that the jurisdictions of the Postmasters General had become too extensive and unwieldy for management by one head of each Circle. It was then deemed necessary to employ a new class of officers, called Chief Inspectors of Post Offices, whose jurisdictions were made conterminous with those of Chief Commissioners of local administrations. They were vested with the powers of a Postmaster General within their respective Circles, and were held responsible to the Director General. As the business of the Department increased with the increase in the number of post offices, and the opening of several new branches, such as money orders, savings banks, &c., it became necessary to increase the number of Chief Inspectors, and two smaller Circles were carved out of the jurisdiction of the Postmaster General of Bengal, *viz.*, at Behár and East Bengal. It was then that the name of Chief Inspector was changed into that of Deputy Postmaster General. This designation, though adopted at the suggestion of the then incumbents, has unfortunately given rise to a misconception outside the Department, that these Deputies are more or less subordinate to the Postmasters General. There are at present 9 such officers working in India at places and with salaries as per margin.* They are all Uncovenanted officers, and are in no way subordinate to the Postmaster General. They exercise the same powers and possess the same amount of patronage with regard to appointment, dismissal, and punishment of subordinate officers as a Postmaster General. Like him they are held responsible for the working of their Circles. The only difference between a Postmaster General and a Deputy Postmaster General is that the former has a more

	Rs.	Rs.
*Central Provinces and Berár.	750 to	1,000
Burma	750	
Oudh	700	
Assam	700	
Rájputána	700	
Central India	700	
Sind and Beluchistán ...	700	
Behár	700	
Eastern Bengal	700	

extensive territorial jurisdiction, and consequently draws higher pay and has a Personal Assistant, and a large number of officers to help him.

3. It is contended that the 5 appointments of Postmaster General and the one of Deputy Director General of the Post Office of India should be reserved specially for the Covenanted Civil Service, on the ground that education of a superior order and a special knowledge of law are required for the efficient discharge of the duties thereof. If the history of the Indian Post Office be studied, it will be found that the posts of Postmasters General had, for some time since the commencement of the separate administration of the Department, been held mostly by Uncovenanted and Military officers. Men like Messrs. Bennott, Dove, Fanshawe, Hutchinson, Dr. Paton and Colonel Battye held that post, and the manner in which they discharged their duties is well known to the Government of India and to the Director General. The two last-named officers rose to the highest post as head of the Postal Department. If Uncovenanted officers could satisfactorily perform the duties of Postmaster General when the Department was in a state of organization requiring originality of thought and action, I fail to comprehend why educated and trained up Uncovenanted officers will not be able to fill the post with an equal degree of efficiency, if not greater, at the present time when the Department is in regular working order.

4. The duties of a Postmaster General are purely of an executive nature, in which administrative ability forms one of the principal elements, but a special knowledge of law has never been considered to be indispensably necessary. A Postmaster General is not vested with judicial powers, nor has he any occasion to decide intricate points of law. He is required to decide whether a subordinate officer committing a criminal offence should be prosecuted in the law Courts or not, and if so, under what section of law the prosecution is to be instituted, and what evidence to be produced. This can be done by one who has common-sense enough. I believe a single case has not yet come to the knowledge of the head of the Department that a Deputy Postmaster General, who is always an Uncovenanted officer, has, for want of knowledge of law, failed to obtain conviction against his subordinates, or has ordered and sanctioned a prosecution on insufficient grounds or inadmissible evidence. If any intricate point of law be involved in any case, an opinion upon it can easily be obtained from the law officers of Government, and in this respect the Postmasters General located, as they are, in the Presidency towns have the special advantage over the Deputy Postmasters General who are stationed in the interior. It has also been observed that the district officers are always willing to help the prosecuting officer with advice on points of law. When bonds, contract deeds, or other documents are required to be drawn up, the drafts are generally prepared by the law officers of Government according to the requirements of each case. The Postmaster General has simply to accept and publish them for the guidance of his subordinate officers.

5. With regard to administrative ability, it has been urged in certain quarters that a Covenanted Civilian should be preferred on account of his superior learning and secretariat abilities, which are both wanting in an Uncovenanted officer. I believe it will not be too much to say that in the ranks of the Uncovenanted Service there are many men who possess abilities which would do credit to a Civilian, and there are some who would adorn any service, and whose abilities have been specially recognized and rewarded by the Government. Men like Mr. Kellner of the Account Department, Babu Parvati Charan Rai, Deputy Collector of the Dearn Survey Department, and Babu Bhudeb Mukharji of the Education Department have set examples of uncommon ability. In the Postal Department also the Uncovenanted officers who held the post of Postmaster General were ornaments of the service, and displayed abilities of a high administrative character. Men like Messrs. Dove, Douglas, Hutchinson, and Roi Saligram Bahádur were all exceptionally qualified for the posts held by them. Even now Mr. Sheridan, the Inspector General of the Railway Mail Service, who exercises the powers of a Postmaster General although on less pay, has managed and is managing his Department with uncommon ability, which has been specially recognized by the head of the Department. No Deputy Postmaster General has ever been found wanting in administrative ability, but on the contrary their laudable efforts for repressing crime, and the success achieved in opening cheap post offices and in effecting administrative reforms have secured the very favourable opinion of the head of the Department. If Uncovenanted officers have so long performed the duties, and are even now doing so with credit, one fails to understand why Covenanted Civilians should now be introduced into the Department to hold charge of the larger Postal Circles when competent Uncovenanted officers are available. No Civilian should, I submit, be appointed to the office of Postmaster General, unless the Director General declares that no Uncovenanted officer in the Department is fit for the appointment. I am proud to be able to say that it is due only to the exertions of its Uncovenanted servants that the universal confidence of the public has been secured for the Postal Department.

6. It has also been said that a knowledge of the departmental rules and regulations and general experience of the Department are not necessary for making a good Postmaster General, and it is advisable he should have no personal association with the Department such as would arise from long service in it. This, I think, is an unpractical view of the question, and based on assumptions not proved by facts. It is a fact proved by innumerable instances that the most successful men in all the departments of the Government service have been those who have had a training in the Department, and have risen from the lower ranks. In the Postal Department also the most successful officers were those who rose from the lower ranks of the service—for instance Messrs. Douglas and Sheridan, and Rai Saligram Bahádur. A new man entering a department, however clever he may be, becomes a tool in the hands of his experienced subordinates, and spends at least a couple of years in his noviciate before making himself useful. This time is lost to Government, which has withal to pay for it. It is indispensably necessary, I think, for the head of a Postal Circle to be thoroughly

acquainted with the nature of the work he has to perform, and the men with whom he has to deal. There is an unusually large amount of patronage vested in postal officers of the supervising class, and the largest part of the same is exercised by the Postmasters General and Deputy Postmasters General. If the Postmaster General be a new man, having no knowledge of the merits and qualifications of his subordinate officers, an abuse of patronage is sure to occur, and temptation is thrown in the way of his principal ministerial officers.

7. The Uncovenanted officers now in serving the Postal Department who have devoted their lifelong energies for the interests of Government, and have been tried in all sorts of work, even in the preparation of codes and regulations, have no expectations of retiring on a higher rate of pension. Hard-worked as they are, they have no prize posts offered to them as the reward of good and meritorious service. They have been fervently looking up to the benign Government for throwing open the few higher posts in the service to their ranks to be competed for both by Natives and Europeans. One post was thrown open to the Native officers, *viz.*, the Postmaster-Generalship of the North-West Provinces, but unfortunately for them it has again been shut against them by the appointment of a Covenanted Civilian, although a Native of Bombay. The claims of the Uncovenanted officers of the Department which deserve the special consideration of Government for the success their efforts have achieved in raising the Department in the estimation of the public, have not been duly represented to the honorable members of the Public Service Commission.

8. In conclusion, it is my humble prayer, that the claims of the hard-worked Uncovenanted officers of the Postal Department be taken into favourable consideration by the honorable members of the Commission, and that the appointments of Postmasters General as also that of the Deputy Director General may be thrown open to them, both Natives and Europeans, so that the really deserving among them may aspire to those prize appointments.

No. III.—R. Rose, Esq., Deputy Postmaster General, Oudh.

R. Rose, Esq.

Justice prompts me to place on record my aversion to the exclusion of the postal Uncovenanted from the appointments of Postmaster General and Deputy Director General, Post Office, and their unreserved transfer to the Covenanted Service.

2. An equitable settlement of the following grave questions would check the wholesale appropriation by the Civil Service of the leading postal appointments named, for which the postal Uncovenanted are in a position to advance a righteous claim :—

(*a*) Have the postal Uncovenanted been found wanting in administrative abilities ?

(*b*) Have not their unremitting exertions raised the Indian Post Office over difficulties all but insurmountable to its present importance and efficiency ?

(*c*) Is it probable that a Civil Servant previously unconnected with the Department would make an abler postal administrator than an Uncovenanted member who has absorbed its functions theoretically and practically, grade by grade ?

(*d*) Who so short-sighted as not to admit that the experience, ordinary education, and perception of the postal Uncovenanted are not surer guarantees of administrative capacity in that particular branch of Government than high Civil Service attainments utterly foreign to it ?

(*e*) Again, if the fitness of a tried postal Uncovenanted servant for a higher trust is doubted, why not allow him at least a trial in the long-hoped for appointment ? Why deem it safer to choose, instead, a Civil Servant and a stranger ?

(*f*) Who will deny that a prosperous Uncovenanted Deputy Postmaster General will not make an equally successful Postmaster General, seeing that both work under precisely the same rules, rendering the nature of their responsibilities alike, that both exercise similar powers, and have the same patronage and social equality ?

(*g*) Finally, is it out of place to divine, that the bestowal on the Civil Service of the higher postal appointments is likely to lessen seriously the interest the postal Uncovenanted evince in their duties ?

3. An unbiassed settlement of each and all of the foregoing eight points will, I trust, move you to employ every recommendatory effort to avert the loss impending the postal Uncovenanted, and to aim, if it so pleases you, at the reservation of all the contested appointments for that class.

4. I next proceed, with your permission, to foil the endeavours of certain departmental Civil Servants to advance one or two imaginary disabilities against the competency of the Deputy Postmasters General to hold the appointments it is feared are to be wrested from them.

5. Permit me, I beg, to specify those disabilities severally, to place them before you in their true light, and to make them appear to you what they really are -fantastical.

1st disability.

Ignorance of Law.—Now, I feel sure, that it is and always was the intention of Government that the legitimate performances of each branch of its service should be confined to itself, or, in other words, to the finite duties which its title professes, and I cannot, therefore, imagine how the absence of legislative attributes in a postal official can be a bar to his progress in a totally non-forensic department. It is incumbent, I admit, that a Postmaster General or a Deputy Postmaster General possesses wisdom enough to discern that embezzlement, forgery, and other egregious crimes

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are punishable by law, and that it is his duty to order a prosecution when any of his subordinates incriminate themselves. For minor postal crimes he has the Indian Post Office Act for his guidance, a pamphlet easily acquired by the dullest intellect within a short space.

I would point out here, that all postal heads of Circles (Postmasters General and Deputy Postmasters General) are rendered independent of a personal acquaintance with litigation by the Legal Remembrancer or other Law officer of Government, whose bounden duty it is to render professional advice on application.

In the evidence already taken before the Public Service Commission the fact, that 9 Deputy Postmasters General were doing the same work and exercising the same powers as the 5 Postmasters General and that for the proper discharge of their duties quite as complete a knowledge of the Indian Post Act is necessary, was not stated, and I beg you will be good enough to note that, where any intricate point of law is involved, advice is sought from the Law officers by Uncovenanted as well as Covenanted heads of Circles.

Act XIV of 1866, the Indian Post Office Act.

2nd disability.

That Military men at cantonment stations need in their transactions with the Post Office to be dealt with by hands firmer and stronger than the Uncovenanted command. The above is a pedantic opinion, certainly not complimentary to either the Military or postal Uncovenanted: it implies a backwardness on the part of the former to conform to the Indian Postal Guide, and an administrative infirmity in the latter, neither of which exist; for the Military are, it will be admitted, a well-behaved community, and are amenable to the same rules in their dealings with the Post Office as are the remainder of the public; and all that a Postmaster General or a Deputy Postmaster General has to do, is to see that those rules are not infringed, and when they are, to cause a rectification of the irregularity, not by his own force, but by the transmission of power to him from the head of this Department.

3rd disability.

That, by reason of their lengthy connection with the Department, the postal Uncovenanted have become imbued with the prejudices and traditions of the Department, and have thereby rendered themselves unfit for the appointment of Postmaster General.

How easily is the wisdom that suggested this notion exploded. It is not quite clear what is implied; but, granting that the Uncovenanted are more prone than their Covenanted colleagues to err in the direction it is attempted to indicate (which is absurd), it follows that the postal Uncovenanted are on this score unfit also to hold charge of the appointment of Deputy Postmaster General and the appointment of Superintendent, which is a stepping stone to it. But placing what I have said out of reckoning, it is usual for a postal Uncovenanted officer to become a Postmaster General after succession to the appointment of Deputy Postmaster General, and on his reaching the better paid trust his connection with his old Circle ceases; he, therefore, on promotion is as new a Postmaster General as a Covenanted outsider newly appointed, and both being human, one is as liable as the other to contract the flaw it has been attempted to define, and to impugn the Uncovenanted with solely.

6. The injustice of placing the contested appointments out of the reach of the postal Uncovenanted is better condemned, I fancy, by the conscience of the power that takes the step, let it justify the act *externally* as it will, than can be described. I venture to assert the progress and efficiency of the Post Office in every branch of its work in the 9 minor postal Circles in charge of Uncovenanted officers has been in no way below that of the 5 large Circles, and that in no single instance has the Director General found any Deputy Postmaster General wanting either in his knowledge of law or in his general administration.

7. In conclusion, I would beg two boons on behalf of the postal Uncovenanted: that the salaries of the heads of the smaller Circles be increased to at least a 1,000 consolidated (at present they receive less than Executive officers in the Public Works Department, Police, &c.,), and that a graduated rate of pension be given them for service between 15 and 25 years.

No. IV.—E. A. Roussac, Esq., Deputy Postmaster General, Rajputa'na.

E. A. Roussac, Esq.

I venture, as a postal officer over 30 years' service, to submit a representation of my case, to show that promotion to the higher grades of the Postal Department does not rest on good service and merit.

2. I was appointed Inspector of Post Offices (present designation is Superintendent of Post Offices) in October 1885 on a salary of Rs. 225 a month. I worked in Bengal and other provinces, and became Personal Assistant to the Postmaster General of Bengal, in which appointment I served for nearly two years, 1872 and 1873, under two young Covenanted Civil Servants, who held that appointment. Both these officers, though clever and able Joint Magistrates, were quite inexperienced in Post Office work. I was, therefore, for a long time their adviser and virtually the Postmaster General, as I was consulted on everything, and my views invariably adopted.

3. At the end of 1873 I was appointed Chief Inspector of Post Offices of Assam, and vested with the powers of a Postmaster General; the present designation of the appointment is Deputy Postmaster General. I remained there for five years. From Assam I went to Behár, a province containing a population of 23,000,000. I managed this postal Circle for nearly seven years, and now I am in charge of the Rajputána Circle, where I have to work with Native States, and where the greatest tact is required in dealing with Native officials, so as to render the Department popular, and induce the Darbárs to allow the British Post Office to be extended into their territories.

4. The repeated thanks I have received from the local authorities and the public, and the approval I have always met from the head of my Department, lead me to believe that my management of the three abovementioned Circles has been satisfactory; yet I have had no promotion, as I draw at present only Rs. 700 a month. The same pay I did in Assam; and now I am told that I have no promotion to expect, as all Postmaster-Generalships are to be held by Covenanted Civil Servants.

5. Young Covenanted Civil Servants, of the grade of Joint Magistrate, are appointed Postmasters General without training of any kind, and, as a natural consequence, they are for a long time entirely in the hands of their subordinates. The young Civilians, who accept these appointments, do so with the object of getting a large increase of pay and the hope of securing hereafter the Director-Generalship of the Department. To my knowledge, several of these young gentlemen, after working for a time, left the Post Office and reverted to the Judicial and Revenue line, because they found promotion less rapid than they expected, and their prospects not so good as elsewhere: the Department was thus made a convenience of, and its interests sacrificed.

6. The duties of Covenanted Postmasters General and Uncovenanted Deputy Postmasters General are precisely the same, and as their powers are alike, it is evident that an Uncovenanted Deputy Postmaster General, who can manage satisfactorily a Circle containing four or five hundred post offices, can work equally well a larger one, with a few hundred more post offices. The number of post offices, though increasing petty details, does not in the slightest degree add to difficulties, as questions of law are not more complicated in the larger Circles held by Postmasters General than in the smaller ones in charge of Deputy Postmasters General; as when a really difficult legal question arises, the Law officers of the Government are referred to—a course which is followed throughout India both by Covenanted and Uncovenanted officers, so that in reality the legal training of Covenanted Civil Servants, though perhaps qualifying them for other branches of the service, does not in the slightest degree make them better postal officers than their Uncovenanted confrères.

7. To my knowledge, in no single instance has the Director General found any Deputy Postmaster General wanting, either in his knowledge of law or in his general administration; it is, therefore, a cruel hardship to deprive these officers of promotion, simply because they got their appointments in this country from the Director General, and are styled Uncovenanted.

8. Nowhere in the world, not even in England, are the prize appointments of the Post Office reserved for outsiders, I mean for persons who have not made their career in it; why should it be different in India?

9. The controlling Staff of the Post Office, exclusive of the Account Branch, consists of

1 Director General, who is the head of the Department.
1 Deputy Director General. } These officers are attached to the Director General's Office,
3 Assistant Directors General. } and are practically Secretaries.
5 Postmasters General } each in charge of a separate Postal Circle; and
9 Deputy Postmasters General }
114 Superintendents, divided in the manner shown in the margin.* There are 2 Deputy Postmasters General on salaries of Rs. 750 rising to Rs. 1,000, and 7 on Rs. 700.

The Postmasters General are also in two grades, *viz.*, 3 on salaries of Rs. 1,500 rising to Rs. 1,750, and 2 on Rs. 1,750 rising to Rs. 2,000.

* 18 1st Grade Superintendents drawing Rs. 400 rising to Rs. 500.
28 2nd Grade Superintendents drawing Rs. 300 rising to Rs. 400.
30 3rd Grade Superintendents drawing Rs. 250.
38 4th do. do. Rs. 200.

The permanent Deputy Director General, now absent on leave, is a Covenanted Civil Servant of the 1st Grade of Postmaster General. Two of his predecessors were Uncovenanted officers, and the officiating Deputy Director General is also Uncovenanted.

The 3 Assistant Directors General are Uncovenanted. The First Assistant is in charge of the Railway Mail Service, and draws a salary of Rs. 1,000 rising to Rs. 1,400, and the other 2 Assistants rank with Deputy Postmasters General of the 2nd grade, and draw Rs. 700.

10. From this list it will be seen that the Uncovenanted controlling officers of the Post Office in India have only one appointment with a salary of more than a thousand rupees a month, which carries with it a pension of Rs. 5,000 a year after 30 years' good service, and of the 11 officers of the grade of Deputy Postmasters General only 2 draw salaries of Rs. 750 rising to Rs. 1,000 a month, while the remaining 9 get Rs. 700 a month.

11. There is no department in India where the appointments are so unequally graded, and yet the Government will not only do nothing to improve the prospects of these officers, but have, within the last eighteen months or two years, taken away the Deputy Director-Generalship and the Postmasters-Generalship of Madras and North West Provinces—all three formerly held by Uncovenanted postal officers, and given them to Covenanted Civil Servants.

12. Of the 6 prize appointments in the Post Office (5 Postmasters-Generalship and Deputy Director-Generalship) 3 might with advantage be reserved for Uncovenanted officers of merit and good service; and the Department will, I am certain, benefit by it, as it is chiefly to these officers that the Post Office has done and is doing such excellent service.

13. In conclusion, I beg to be permitted to say that I have nearly run through my career in the Department, and have little or no hope of promotion; this representation is, therefore, purely disinterested, as I do so in justice to my juniors, in hopes that it may help to show the Commission how unfairly deserving postal officers are treated, simply because they happen to be Uncovenanted.

No. V.—John Short, Esq., Deputy Postmaster General, Central India.

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The Covenanted Civilians holding the posts of Postmasters General of Bengal, North-West Provinces, and Bombay have expressed their opinion that Postmaster-Generalships should be held by Covenanted Civilians only, and they give the following reasons for this opinion.

1. The fact that a Postmaster General belongs to the Covenanted Civil Service is evidence that he holds a good social position, and thus is enabled to obtain ready obedience from his subordinates. (Evidence of Mr. Badshah, B.C.S., Postmaster General, North-West Provinces.)

2. A knowledge of law is necessary for the efficient discharge of the duties of a Postmaster General. (Evidence of Mr. Fanshawe, B.C.S., Postmaster General, Bombay.)

3. The Postmaster-Generalships of Bengal and Bombay should be held by Covenanted Civilians because their position, as such, has greater weight in dealing with the public.

The first reason given by Mr. Badshah, B.C.S., ignores the fact that there are Uncovenanted men in the Department who do not base their right to a good social position upon their being members of the Civil Service.

It is scarcely likely that an Uncovenanted man would be appointed to a Postmaster-Generalship who could not maintain the social status his official position would require.

Mr. Fanshawe states that the legal knowledge of necessity possessed by a Covenanted Civilian is required for the efficient discharge of the duties of a Postmaster General. I have been concerned in many important prosecutions undertaken by the Department, but I have never known a miscarriage of justice resulting from the want of legal knowledge on the part of a postal official. The legal knowledge required is very limited ; and if any intricate point of law is involved in the conduct of a case, advice must at once be obtained from the Law officers of the Government, and, as a matter of fact, such advice is constantly sought both by Uncovenanted and Covenanted heads of Circles. No amateur lawyership is allowed.

As to the Postmaster-Generalships of Bengal and of Bombay demanding more than other Circles the services of a Covenanted Civilian, no reason has been given, except Mr. Fanshawe's, nor do I see that there can be one. The Presidency Postmasters deal direct with the public of Calcutta and Bombay ; whereas the Postmasters General of those places, who are probably away from their head-quarters half the year, scarcely ever come in direct contact with the public.

Having stated the reasons given by Covenanted Civilians why they, and they only, should fill the highest posts in the Department, and having endeavoured to show how insufficient these reasons are, I would beg to call the attention of the Commission to certain omissions in the evidence which makes the case for the Covenanted Civilians even weaker than before.

There are 5 Postmasters General and 9 Deputy Postmasters General in India. The former are Civilians and the latter Uncovenanted men. *The duties of all are identical.* All, Covenanted and Uncovenanted, have separate Circles : no one is subordinate to another. No complaint has ever been made that the control of the Circles under Deputy Postmasters' General has been less efficient than that under Postmasters General ; the same social status is required ; the same knowledge of law is necessary ; the essential qualifications are the same for the lower paid appointments as for the more highly paid. If, then, Uncovenanted officers are efficient as Deputy Postmasters General, they are equally so as Postmasters General. I will not say that the special training of a Covenanted Civilian is not a very important qualification for a Postmaster-Generalship, but I think that many years' work as Superintendent of Post Offices and as Deputy Postmaster General is even of greater importance. I would particularly draw the attention of the Commission to the many improvements that have been made in the Post Office during the last fourteen years. The systems of money orders, savings banks, insurance, value-payable parcels, combined telegraph and post offices, have all been organized, if not initiated, and have been rendered practicable by Uncovenanted members of the Department. Without their intimate knowledge of departmental procedure and of the capabilities of postal subordinates, these reforms and improvements would never have been carried out.

There is undoubtedly a strong feeling amongst the senior officers of the Department that they are being unfairly dealt with. By many years of service as Superintendents they have been selected for promotion to Deputy Postmaster-Generalships ; their experience and knowledge is availed of in introducing departmental reforms and improvements ; they perform the same duties as a Postmaster General ; but as soon as a vacancy in the higher grade occurs, a Covenanted Civilian, usually of eight or ten years' standing, who is absolutely a stranger to postal work, and who will remain in the Department no longer than it is profitable for him, is brought in and placed over his head. For the first year or so after his appointment, the Civilian Postmaster General is of necessity in the hands of one or two of his subordinates, much to the detriment of the Public Service.

No Uncovenanted official aspires to the headship of the Department, but all the seniors feel disheartened and discontended that they have not a share in the appointments immediately below it,—that is, the Deputy Director-Generalships and the 5 Postmaster-Generalships. At least 3 of these appointments might be given to the Deputy Postmasters General, their present posts show that they are fit for them, and it would be only a fair recompense to them for their years of good service.

No. VI.—Lala Shambhu Nath, Personal Assistant to Postmaster General, North-Western Provinces.

1. I find no fault with the present system of appointment to the several grades of the Postal Department. I would, however, have two different services, *viz.*, Superior and Inferior, and to the former would appoint none but those who have passed educational test, to the B.A. degree at least. The Superior should, I think, include employés on Rs. 100 and above.

2. I prefer the system of promotion in the Department as a whole, and not in the Circle.

3. People of the North-Western Provinces and the Panjab would not, I believe, like to go to the far off Circles, such as Bengal, Burma, Bombay, and Madras.

4. No.

5. Europeans are better fitted for field service. For ordinary duties of a Superintendent and Postmaster I think educated Natives of steady habits are better than indifferent Europeans.

No. VII.—W. Welsh, Esq., Superintendent of Post Offices, Sharanpur Division.

I have the honor to offer the following remarks on the points suggested by the President of the Sub-Committee of the Public Service Commission; and in doing so I must premise that my experience is confined to the North-Western Provinces and Oudh Circles, and I am not practically acquainted with the conditions prevailing in other parts of the country.

I. (*a*) I think the present system has worked well as regards the selection or nomination of officers to the Superintendent's and Postmaster's grades, and has, with a few exceptions, given the Circles, with which I am acquainted, as good a class of men as can be expected for the salaries allowed.

(*b*) *Inspectors* I think should invariably be recruited from the grade of head clerk in a head office, where experience is gained in all branches of postal work.

(*c*) *Sub-Postmasters* are at present recruited in a somewhat haphazard manner; but I think it would be preferable to select them from among successful students in our public schools and colleges, and the more promising among them should be drafted into head offices as vacancies occurred. At the same time, men who have been Sub-Postmasters for any time lose the aptitude for steady continuous labour which is necessary in a head office.

(*d*) In all cases an educational standard should be insisted on for all candidates for employment in the Department.

(*e*) In this connection I think it might be possible for us to obtain a large number of recruits from among military pensioners, many of whom are placed on pension when quite strong and active enough to discharge postal duties. These men would be reliable, steady, and amenable to discipline if properly treated, and would not be claimants for pension, thereby relieving the State of future burdens. The present rule limiting the age of men entering the Department to 25 years would have to be modified in favour of military pensioners if this suggestion is approved.

2. I think there should be one general list for all Superintendents in the Department, and, barring any thing abnormal against any particular individual, that promotion to a higher grade should be given strictly by seniority.

If any Superintendent be remiss in his duty, or if it be desirable to punish any Superintendent, the punishment should ordinarily take the shape of reduction in the list according to the gravity of the offence committed.

3. (*a*) European or Eurasian Superintendents do not, as a rule, object to serve in any Circle other than that in which their homes are situated, or where they have family ties. I know of no single instance in which a European or Eurasian Superintendent, transferred from one Circle to another, has on this ground seriously objected to the transfer; but, on the other hand, Native Superintendents seriously object to be so transferred; and a North-West Provinces' man would, I think, prefer to lose promotion rather than go out of the North-West Provinces and Oudh.

(*b*) The above also applies to Postmasters, clerks, and Sub-Postmasters, who can only be tempted to serve in other distant Circles by the inducement of large and immediate increase of salary.

4. I think the general conditions of service in this Department entail much personal hardship on our employés, in consequence of the hours of attendance being very long, the nature of the duties being such as to require steady, incessant, and thoughtful attention to business, often of a somewhat complicated nature, for nine and ten hours during the day for six days in the week and often on the Sabbath also; the necessity of finishing off the day's work within the day and frequently against time, and the difficulty of reconciling some of the regulations of the Department with the personal requirements of individual members of the public community, who are very frequently impatient of the restrictions imposed by our regulations, but which are necessary for the efficient working of the Department.

I do not know of any class of public servants who work as hard for as many hours in the week, and under as many discomforts, and for as small a salary as the vast majority of the employés in the Department; and I consider that the work—I will not say exacted, but obtained from our

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subordinates—is decidedly calculated to impair health, to injure constitutions, and merits consideration in the shape of small special concessions regarding leave and pension.

5. (*a*) I prefer Europeans or Eurasians for the grade of Superintendents or Postmasters of large head offices where comparatively large establishments are employed, and where a large European community has to be dealt with.

(*b*) I consider Eurasians and Natives are best suited for the charge of small head offices and as clerks.

(*c*) All Inspectors should be Natives, but should be employed in districts distant from their birth place.

(*d*) Among Natives I think Hindus make the best Postmasters, as they are more patient, are better educated, and have greater aptitude for business than the Mahomedans now obtainable.

The same applies, though in a less degree, to clerks employed in head offices and to Sub-Postmasters, though it is always very desirable that there should be a proportionate number of Mahomedans in these appointments. As overseers of runners' lines I consider Mahomedans very much superior to Hindus.

(*e*) Eurasians would frequently make good clerks if they did not, as a rule, expect higher salaries than are now paid to that class of officials.

(*f*) I would, with few exceptions, exclude Hindus from service in a post office attached to a force in the field, as their caste prejudices would interfere with their mobility, and consequently with the efficient discharge of their duties.

No. VIII.—F. W. Tytler, Esq., Superintendent of Post Offices, Gorakhpur Division.

F. W. Tytler, Esq.

I would not interfere with the present system of apponting Postmasters and others below that grade; but, as regards Superintendents, I think that they should be appointed in the same way as appointments are made to the other branches of the Uncovenanted Service.

The system of promotion in the Circle, as in force now, works often very unjustly, and I am altogether against it. If Superintendents belonged to a Circle or Province in the same permanent way that a Police officer does, with no chance of being transferred from one part of India to another, then I should have nothing to say against promotion by Circle; but the case is quite different. A Superintendent really only nominally belongs to a Circle, as he is liable at any time to be transferred from one part of India to another: this being so, there is no certainty that he will receive the promotion when it does occur in the Circle to which he nominally belongs for the time being. To show how the system works unfairly, I will merely give three examples:—

A. is the senior 4th Grade Superintendent in the Department; he is, therefore, also the senior 4th Grade in the Circle, and, therefore, naturally expects promotion when it occurs, but, for the good of the Public Service presumably, his services are required in another Circle, and he is transferred. Shortly afterwards promotion occurs in his former Circle, but he now belongs to another Circle, and by the system of Circle promotion he has no claim to it, although he is the senior 4th Grade Superintendent in the Department. B., a junior man but next on the list of his former Circle, gets the promotion, with the result that B., a junior man, has now gone over A., and as they are at any time liable to be transferred at a future period to the same Circle, and thus come on the same list again for promotion, A. has suffered a permanent injury, as B. will now always take precedence of A.

A. is now a 3rd Grade Superintendent and senior of his Circle. B., as in the above case though junior to A. in the service, has got his 3rd grade before him, and so long as they remained in different Circles this does not affect A., who is looking forward to promotion shortly by the retirement of C., a senior 1st Grade Superintendent, and would have got it; but B., presumably for the good of the Public Service, has been shortly before transferred to A.'s Circle, with the result that being senior to A. in the grade he gets the step.

As in the above case, C. is shortly expected to retire. B. not being transferred to the Circle, A. naturally expects to get the promotion, being the senior in his grade. But C., shortly before he retires, is transferred, presumably for the good of the Public Service, to another Circle. A. again loses promotion, as C. now belongs to another Circle.

These are not imaginary cases, but what have happened and may happen any day as long as Circle promotion remains in force. Had the system of promotion in the Department as a whole been in force, A.'s position would not have been affected by any of the above transfers. The system of promotion by Circle has been the cause of much discontent and disappointment among Superintendents as a body, and I am, therefore, strongly in favour of promotion in the Department as a whole.

Natives, as a rule almost without exception, will not work out of the Province in which their homes are situated; many, especially in the lower grades, are unwilling to leave even the District to which they belong. Eurasians are willing to work anywhere, though, as a rule, I think that they prefer to serve in the Province in which they have been brought up. Europeans are willing to work all over India, though naturally they often prefer one part of India to another.

The Department, I think, should be put on the same official level with the Police, Opium and other branches of the Uncovenanted Service. By this I mean that the grade of Superintendents should be gazetted; this would raise both the official and social position of the Superintendent, which grade

should be kept perfectly distinct from that of Postmasters. Superintendents when compared with other branches of the Uncovenanted Service are very inadequately paid; they receive to-day the same rate of pay that was in force before the Mutiny, though the work and responsibility have increased very largely. The class of men now entering the Department, both as regards social position and ability, are the same as those in the Police, and as their work is at the same time quite as important and responsible, they should be put on the same level with the Police as regards pay, promotion, &c. At present a person enters the Department as a probationer on Rs. 100 per month; he then learns the work, and has to pass a qualifying departmental examination, after which he has to wait for a vacancy, when he is appointed as a 4th Grade Superintendent on Rs. 200; he then gradually rises, as vacancies occur, up to Rs. 500, being the higest pay of a 1st Grade Superintendent. To get up to this takes many years. The next step is a Deputy Postmaster General on Rs. 700: few Superintendents reach this grade. Most superintending Divisions at present consist of three Districts. I would increase this by one extra District, and at the same time increase their pay. I would put all minor post officers whose pay is Rs. 15 and under more immediately under the control of Inspectors; this would enable the Superintendent to supervise the larger Division efficiently. I would reserve the grade of Postmaster Generals for Superintendents; at the same time I would reduce the pay of the grade to Rs. 1,000 per month. If this were carried out, Government would save a good deal by it. There would be no inducements for Civilians to covet such appointments, the pay being too low, and at the same time a reward would be held out to senior and deserving Superintendents, and there is no doubt that the Superintendent would be as capable of doing the work of the Postmaster General as a Civilian new to the Department, for the Superintendent has been brought up to the work, and is up in the knowledge of all details. I would also abolish the grade of Deputy Post Master Generals, and bring their Circles under the control of existing Postmaster Generals. I would only have two grades of Superintendents—the lower rising by increments of 25 per month from 250 to 500, and the higher grade from Rs. 500 to 700 rising in the same way. If the above were carried out, Superintendents, as a body, would be much contented, their social and official position raised, and without any extra cost to Government or want of efficiency in the Department. I do not think that a Native Superintendent should be put on the same level with regard to pay as a European one. A European in this country has to send his children home to be educated, has himself to go home occasionally to recruit his health, and is expected to live in the same style as the social class in which his official position places him. A Native, on the other hand, is in his own country, educates his children in India, has no need to leave the country, and has no social position to keep up. This distinction is acknowledged in the Civil Service, where the Statutory Civilian gets a much smaller pay than the Civilian who is brought out from England.

Europeans, I think, make the best Superintendents; Natives the worst, though of course there have been exceptions to this. Natives, I have found, can rarely put aside their caste and religious prejudices; it always more or less influences their conduct towards such Natives as are placed under their control. As Postmasters I think that they are equal to Europeans, though in the more important offices I think I should prefer a European to be in charge. The Postmasters of smaller offices and Inspectors, I think, should always be Natives.

No. IX.—Lala Parbat Singh, Postmaster, Mirzapur.

Lala Parbat Singh.

I think that there should be no distinction between Postmasters and Superintendents in cases of promotion; in fact, old and experienced Postmasters should be appointed as Superintendents and controlling officers, and *vice versâ*, as they will be more useful in supervising work, controlling and examining of accounts and books, besides having better experience.

A list should be kept and promotion made according to seniority in service, grade and qualifications only.

I prefer the system of promotion in the Department, instead of in the Circle, because the promotion in minor Circles is uncertain, and depends entirely on vacancies. Officers in larger Circles, having many competitors, are superseded by those in minor Circles who have few to compete with them, and thus get rapid promotion.

Low-paid people, specially inferior servants and clerks, are averse to transfers to other Circles since they can obtain the same amount of pay by serving private people and in other professional places. Thus a postman drawing six or seven rupees or a clerk drawing fifteen or twenty rupees a month will not care to go to another Circle, unless he is sufficiently paid to keep himself and family with comfort both in his native place and at the place he is posted to, and can effect saving, because he will be required to keep a double establishment for the members of his family, and for himself in most cases.

The responsibility and work of Postmasters having lately been much increased, I think no Postmaster should have less than Rs. 100 a month, and in offices which are more important, a Deputy Postmaster should be appointed

All the work and accounts of Sub-Offices, &c., pass through Head-Offices; the Inspectors should be attached to Head-Offices to supervise the work of Sub-Offices, there in fact to do all the duties connected with them in post offices and subject to the approval of the Postmasters when in head-quarters and when on tour to inspect Sub-Offices only.

The present Superintendents should be posted according to their grades as Postmasters, and made to inspect the Offices in the District once a year in the cold weather (as is done in the Revenue and Judicial Departments), placing the Inspector or Deputy Postmaster in charge of the office

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for the time. This will decrease the travelling allowance, which can be utilized in the increase of the establishment of clerks and their pay, which is hardly sufficient to attract competent men,—in fact the larger Circles should be worked similarly to minor Circles with Inspectors. The Postmasters being well paid and competent, and having local knowledge and authority to punish and exact work from the Sub-Postmasters, the latter will be careful to do their work well; besides, the Postmasters from their local experience will be able to introduce many improvements.

The Postmasters should be Natives with a few exceptions, but these should on no account be numerous, and promotion should only be given according to merit and seniority in grade and service.

The work of Postmasters and the Deputy Postmasters should be divided into halves when they are at head-quarters, whereby the latter will have respite and relief, instead of being as at present, engaged during the whole day without an evening or morning to themselves. The work being beyond their control is generally neglected in large offices with the result that officers are punished for no fault of their own.

Post offices should be closed on all gazetted and local holidays similar to Sundays at present.

The constant changes of rules and frequent issue of circulars and orders, which confuse and task severely the memory of subordinates, and are generally omitted and neglected, should be avoided,—in fact, the rules should be permanent, and issued after full and mature consultation with old and experienced postal officers and with the approval of the Government of India.

There should also be uniformity in the standing of the post offices, and in the establishment of clerks, &c., and not, inequality as at present, and these matters should be subject to the approval of the Director General and the Government of India.

Postmasters in minor Circles getting lower pay than Postmasters in larger Circles can now administer and correspond directly with the chief of the Province, and are 1st Class Postmasters (*vide* classified list), and have more authority and power than better paid 2nd Class Postmasters in larger Circles, besides not being subject to other control and supervision than that of the Deputy Postmasters General; whereas in larger Circles more highly paid, old and experienced Postmasters are sometimes subordinate to Superintendents getting equal or less pay and junior in service. The Deputy Postmasters General and Postmasters General should not be outsiders, but old and experienced officers of the Department, and the appointment of Postmasters drawing Rs. 100 should be subject to the approval of the Director General and those of Rs. 200 to that of the Government of India, and should be notified in the Gazette of India, as is done in other departments.

The clerks and others entering the Postal Department should in future first pass the departmental test examination, and be competent to write English and one or two vernacular languages of the District and Province, and when confirmed as Postmasters should pass an examination to be held annually in the Circle, with the exception of those working at present, who should be exempted therefrom, and a list should be kept according to which they are to be appointed.

The establishment of clerks and postmen, &c., allowed in post offices at present, being insufficient and over-pressed with work, an increase is, therefore, essentially and actually necessary, and can be met by the decrease of the travelling allowance of the present Superintendents (proposed above) without extra cost to Government.

There should also be a spare set of trained clerks and Postmaters in each Circle to relieve those on leave, &c.; for, at present, difficulty is generally felt to secure competent men and experienced in postal work, in the subordinate grades inexperienced hands are generally employed, who commit more irregularities.

No. X.—C. E. Charde, Esq., Postmaster, Meerut.

E. Charde, Esq.

1. There should be a *fixed* system of appointment to the several grades of the Postal Department. The pecuniary responsibilities have increaseed considerably now; and it is, therefore, very necessary that men of long standing, approved service, and undoubted merit should, invariably, be eligible for appointment to the several grades of the Department.

2. The members of the Postal Department are not well paid; hence promotion, either in the Circle or in the Department as a whole, will not answer, as a general rule. Officers drawing less than Rs. 200 per mensem should be promoted in the Circle; and promotion to officials drawing Rs. 200 or upwards might be given in the Department, as a whole.

3. Nearly all the Natives employed in the Department are averse to serve in other Circles than those in which their houses are situated. The particular reason for this aversion is, that their salaries are not sufficient to cover the expenses incurred in removing residences, or looking after the families left behind. It is the fact, however, that Natives willingly leave the Circle if promoted suitably.

4. I have no particular observations to offer respecting the general condition of service in the Department.

5. I have no positive opinion regarding this point; but, confining my observations to the North-West Provinces Circle alone, I would say that Europeans, Eurasians, Kaiths, and Mahomedans of education possess the requisite capacity for rendering efficient service in the Department. Local circumstances should, however, be kept in view when considering this particular point.

No. XI.—T. Corbett, Esq., Postmaster, Naini Tal.

1. The present system of appointment is, in my opinion, open to reform, and a step in the right direction has recently been taken in the North-West Provinces by the employment of men holding educational certificates as candidates for the Post Office at all the large stations, which is likely in time to lead to great results.

It stands to reason that men who have passed test examinations must be possessed of certain capacities, and those capacities can be pretty accurately gauged by the degrees obtained.

By the introduction of this system the administrative head of the Circle has provided himself with an unfailing supply of intelligent and trained men, who are always at hand in the case of emergencies.

I think, however, that it should not be made a hard and fast rule that none but passed men should be employed. Exception might be made

(1) to meet local circumstances,
(2) in the case of specially deserving men.

With regard to exception (1), I would instance the case of offices situated on the hills.

I have held charge of a hill office for some years, and experience has taught me that plainsmen are a failure when removed from their native climates. They come up on promotion, and for a time everything goes smoothly; then the cold begins to tell upon them; they get sick, complain of the great expense they are put to; and, finally, get thoroughly dissatisfied, and take no interest whatever in their work. The hill-man on the contrary enjoys the cold, has his family about him, and works cheerfully. But unfortunately education in the hills is not nearly in so advanced a state as it is on the plains, and consequently it is very difficult to get passed hill-men to enter the Department on a paltry Rs. 15 or 20 per mensem when they are able to obtain much more lucrative employment in other branches of the Government service. Therefore I think that the rule should be relaxed as regards appointments in hill stations.

Referring now to exception (2),

I have seen many thoroughly efficient hands who have never passed any examination in their lives: as a case in point, I would mention two men now working in my office who hold no certificates, and yet work admirably. They have shown themselves equal to emergencies in several trying circumstances, though they are only temporary hands, and I certainly consider them more deserving of permanent posts than passed apprentices who are only just learning their work.

2. I most undoubtedly prefer the system of promotion in the Department as a whole, because it gives more scope to deserving and ambitious men, besides being more just than the system of Circle promotion. How often do we see the deplorable sight of seniors in one Circle being superseded by juniors in another, though in ninety-nine case out of a hundred the former are better men as being more experienced and devoted to their duties.

3. My experience here is rather limited; but every man who goes through the world with his eyes open is perfectly aware that the Natives, of this Province at any rate, have a most ineradicable aversion to leave their homes and go to other Circles. If proof is required, one need only turn to the evidence given by Mr. Hynes before the Public Service Commission when he defended the actions of the Director General against the accusations brought by Babu Moti Lall, a full detail of which appeared in the *Pioneer* of the 13th June last.

4. This is a question which were best left to ministerial officers to deal with. If I might venture a suggestion (which I hope will not be considered irrelevant), I would propose that all officers drawing Rs. 200 and upwards should be gazetted, as they are in all other branches of the Government service. It would add immeasurably to their status in society,—a very great desideratum in my opinion. I also think, with all other right-thinking men, that service should count for pension from the date of appointment, irrespective of age.

5. This query resuscitates the much vexed question of race distinction,—a subject which should be avoided as much as possible, as it only creates ill-feeling amongst men who will in all probability spend their whole lives as neighbours. Here also my experience is limited to the North-West, as I have never resided permanently out of these Provinces; but, as I am called upon to express an opinion, I will endeavour to do so.

Europeans are, as a rule, more energetic and generally better educated than Natives (in the term "Europeans" I include domiciled Europeans); their love of, and indulgence in, rough and dangerous sports and exercises makes them self-reliant, and ready at a moment's notice for any emergency. They can generally ride well, and their constant training enures them to any amount of hardship. Whereas, on the other hand, the Native by virtue of his sedentary habits loves an easy life, and would rather forfeit promotion than take up an appointment which requires constant travel and change of residence.

However, I opine that a system of competitive examinations, if carried out in a spirit of impartiality and fairness, is the best method of gauging the capacity of candidates for the higher grades.

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